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# 1938 YEARBOOK

## PARK AND RECREATION PROGRESS





1938

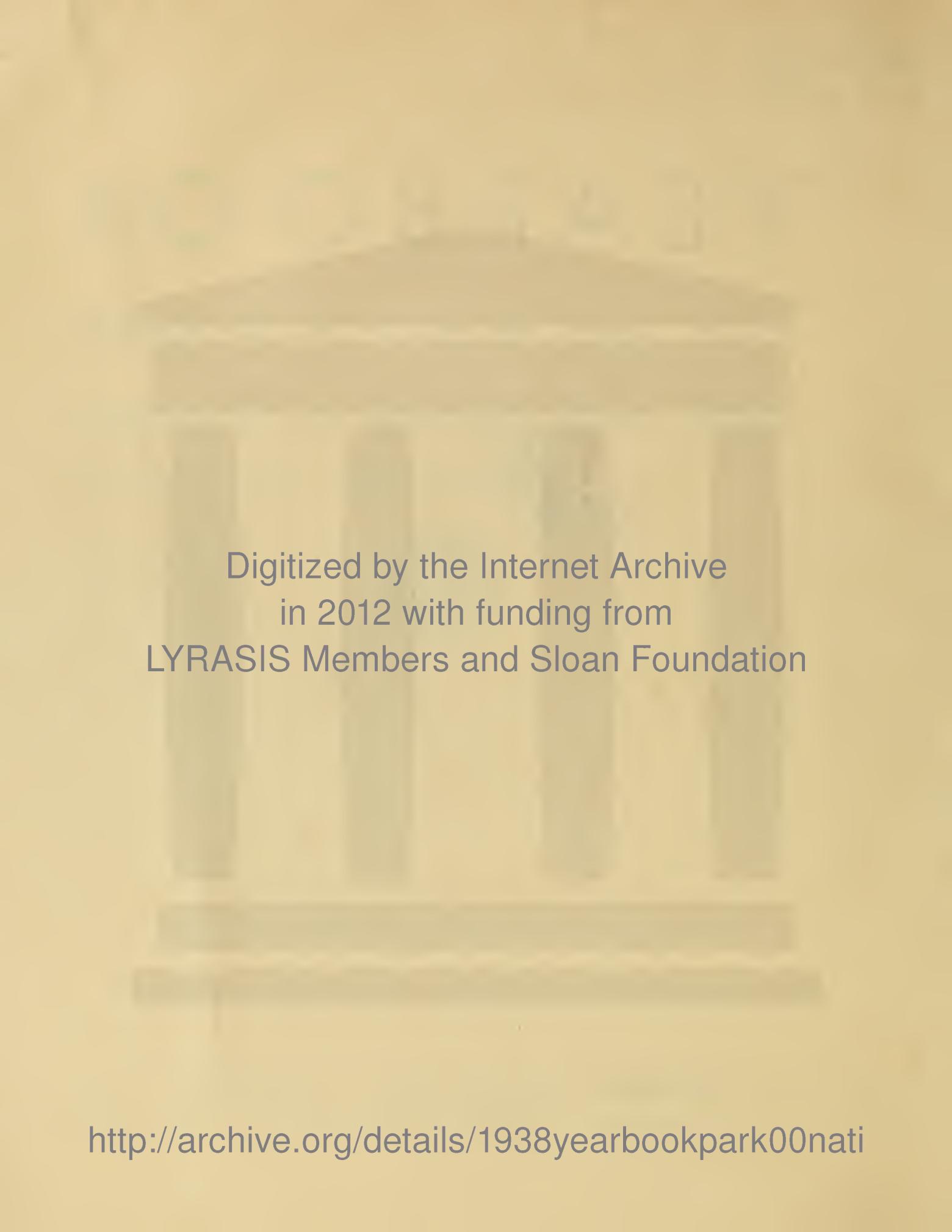
# YEAR BOOK

PARK AND RECREATION PROGRESS

UNITED STATES DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE



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# THE EFFECTIVENESS OF FEDERAL AND STATE COOPERATION

ONE OF THE MOST EFFICIENT and satisfactory arrangements in the operation of our democratic government is that which permits the forming of partnerships between the Federal Government and the States for the accomplishment of many things of vital importance to the welfare of the Nation and its people.

For about 6 years, now, under such a partnership or working arrangement, we have been extending and improving the great, Nation-wide system of national, State and local park and recreation areas for the benefit of our citizens in every part of the land. So effective has this work been, through the application of special funds and the employment of the Civilian Conservation Corps and other labor forces, that State park acreage has increased approximately 70 percent since the National Park Service and the States joined hands in 1933.

From the standpoint of the initiative it has taken and the scope of its activities, the Federal Government may be regarded as the senior partner, although in other respects it is the junior partner and will become, we hope, a silent partner. As it helps in the establishment and improvement of State parks, the National Park Service of the Department of the Interior looks forward to seeing these areas become part of a well-planned, well-managed park system entirely under the control of the State governments.

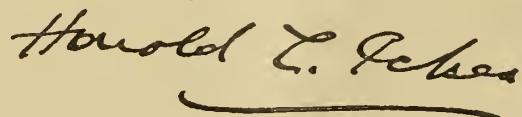
The interest of the Federal Government in the State park movement is not new, and goes back considerably beyond the establishment of the present cooperative arrangement, for in 1921 the late Stephen T. Mather, then Director of the National Park Service, called the first National Conference on State Parks. It was, in fact, in 1865 that the Federal Government gave its first material support to State parks by transferring to California the Yosemite Valley and Mariposa Grove of Big Trees for that purpose.

In my address in St. Louis, Mo., in connection with the dedication of Dr. Edmund A. Babler Memorial State Park in October 1938, I said that if we are to save our great natural scenic assets and the wildlife now threatened with destruction, we must save them from ourselves, from our

civilization, from our carelessness and from our callousness, and that we can do this by putting conservation ahead of commercialism in appropriate instances and by recognizing that a dollar spent to save such national resources is a dollar well spent because it will return to us a hundredfold. I repeat this statement because of my belief in it. Through legislation enacted by Congress we are making an important step in this direction under the Park, Parkway and Recreational-Area Study which is being conducted cooperatively by the National Park Service and the States. This study is providing for the States and the Nation as a whole, master plans on which to build our park and recreation systems in the future. This, together with our present efforts for planning and development of areas, systems and programs, constitutes a solid foundation on which to build for the welfare and happiness of present as well as coming generations.

Although hastily organized because of the quick action required in 1933, Federal and State cooperation for park and recreational developments has since been worked into an efficient and well-managed system productive of outstanding results. It is a system which is operating for the advancement of conservation not only of our park and forest lands, but of the human wealth of the Nation itself.

This annual publication on the progress of park and recreation work under Federal and State partnership has its basis in such broad-gage conservation. It is our hope that the Yearbook will become the leading organ for the assembling and dissemination of progressive thought on the subject of park and recreational conservation and development. We hope that it will be regarded in this field as a forum or clearing house in which to bring together the various Government agencies for the good of the work they are carrying out in this worthy cause.



*Secretary of the Interior.*



# INTRODUCTION

IT IS WITH PLEASURE that the National Park Service presents the 1938 Yearbook—Park and Recreation Progress. This volume deals with various phases of State, county, and metropolitan park development work that is being carried on under the policy of Federal and State cooperation.

The enthusiastic reception accorded the 1937 Yearbook—the first of its type to be issued by the Service—indicated that its publication should be continued annually. That first issue was made up largely of contributions from National Park Service officials engaged in this cooperative work. This year it is our privilege to include in the 1938 Yearbook interesting and stimulating articles by authorities in the fields of parks and recreation outside the Federal Government, in addition to reports and discussions by Service personnel. Also included is a resumé of progress in the Federal park system.

Following the plan of last year, the Yearbook covers generally the period from October 1, 1937, to September 30, 1938.

ARNO B. CAMMERER,  
*Director, National Park Service.*

# PARK PLANNERS AND PLANNING

by CONRAD L. WIRTH, *Supervisor of Recreation and Land Planning, National Park Service*

WHETHER INSTINCTIVE AND UNCONSCIOUS, or scientifically deliberate, planning is a deeply rooted, fundamental trait of the Animal Kingdom. Squirrels are planners, and so are little boys with hot coins in their pockets. So are birds that build nests, and young men who purchase engagement rings. Although practically everything that individuals do in their rational moments is planned, planning becomes an organized and systematic process when communities of people plan their present and future lives in terms of benefits to the social system.

Increasing appreciation of scientific planning is one of the most encouraging trends of our time. It is encouraging, certainly, to know that in this age housing, recreation, industrial expansion, transportation, conservation and other important national questions are being studied on the drafting table and in the laboratory rather than being simply talked about in easy chairs and on street corners. These problems were not unknown to past generations, nor were they wholly neglected. The difference today is that we are working out the solutions by method, scaled to States, regions, and the country as a whole.

The need for this type of planning is greater today than ever before, and will not diminish in the future. It is perhaps difficult for us of the present generation to realize and appreciate fully the extent to which the national resources of the United States have been dissipated in the rapid rise of this Nation as an industrial empire. With our independence established and our Government finally organized and functioning, the American people started upon a truly remarkable era of growth and development. Our forebears built a Nation in a veritable land of plenty, with its thick forests, its rich grasses, its fertile soil, and its vast wealth of mineral deposits. We can hardly blame them for the manner in which, during those early days, they took and used freely the bounties of the land. The supply certainly must have seemed inexhaustible as our frontier was steadily pushed westward.

What would those wrestling with the grave industrial, agricultural, and social problems of today give to have had a voice in the control of those natural resources when the Nation was young? Talk about conservation of natural resources probably would have been a bit puzzling to a generation which had to cut its way through the forests to build its homes, and undoubtedly it would have been difficult to gain listeners to the idea. We, today, are conservationists of necessity, and we understand that more and more the resources of the land must be carefully and wisely used through planning on a national scale.

Fortunately, the day has passed when conservationists were looked upon more or less as fanatics of the emotional "Woodman spare that tree" turn of mind. Conservation has come to be recognized as broader than preservation—

as involving planning for the proper use of all our resources. The resources of the Nation constitute its wealth, and include the human as well as the material and the economic. Most important of all is the human wealth, to which all our other resources are dedicated. Therefore, when we plan on a national scale as conservationists, we are planning the very life of the Nation and the lives of its individual citizens. When viewed in this light, conservation stands as one of the most important duties and functions of a higher civilization.

The population of the United States is now close to 130,000,000. Students of population trends estimate that by 1970 it will have reached the maximum of approximately 150,000,000 if there is no heavy increase in immigration. It seems safe to assume that, in a little more than 30 years, the era of physical expansion of this Nation will close and there will open a new era of progress with a stabilized population.

The approach of this new era should be as thrilling and exciting to us as were the days of the founding of the Republic to those who were privileged to cast the mould of the Nation. Washington, Jefferson, Franklin, and the others who conceived the idea of the United States and formulated the sound foundations on which our growth has been built were the planners of the era of expansion now drawing to a close. The citizens of today are the planners of the post-expansion era which will begin within the useful lifetime of many of us. Here, then, is opportunity! The privilege to live and work in a crucial period is given to few generations in the course of time, but from these have emerged the great figures of history.

Although, in the main, our position is parallel to that of the founders of the Nation, our problems are vastly different than theirs. As the era of expansion declines and the era of settled, orderly living opens, the principal task becomes one of developing the full, rich and complete life, both for the individual and society as a whole. In the development of this plan, recreation plays a highly important part. For that reason park and recreation planners, and all those associated in such work no matter in what capacity, have a major role in American life.

Planning consists of preparing a design for living. Our part has to do with conservation, not only of parks and recreation areas, but of the very lives of the people for whom these areas are established and maintained. In a civilization where demands upon the human system are heavier than ever before, park and recreation systems are retreats where people find rest, renewal of physical and spiritual strength, and fresh adjustment of perspective. In the big program ahead of making life more worth while living, park and recreation people have a mighty important job as planners.

## TABLE OF CONTENTS

The Effectiveness of Federal and State Cooperation		Page
Harold L. Ickes, Secretary of the Interior		III
Introduction . . .	Arno B. Cammerer, Director, National Park Service	V
Park Planners and Planning . . . . .	Conrad L. Wirth	
Supervisor of Recreation and Land Planning, National Park Service		VI
The Year's Progress . . . . .	James F. Kieley	1
The National Park and Monument System. Calculations on Progress for 1938 . . . . .	George L. Collins and Ben H. Thompson	6
Federal Grants-in-Aid for Recreation . . . . .	V. O. Key	11
Fees and Charges Study . . . . .	James B. Williams and Ian Forbes	17
Public Participation in Park Work . . . . .	Pearl Chase	18
The Akron Metropolitan Park System . . . . .	H. S. Wagner	22
A Comparative Study of State Park Legislation	James B. Williams and Ian Forbes	27
Administrative Organization for State Park Systems	Matt. C. Huppuch	48
Coordination of Developments for Recreation . . . . .	Page S. Bunker	51
The Park, Parkway and Recreational-Area Study .	Sidney S. Kennedy	55
The Iowa State Park Recreational Use Program . . . . .	M. L. Hutton	59
The Program Demonstration at the Swift Creek Recreational Area	Ian Forbes	62
Parkways for the Nation . . . . .	A. P. Greensfelder	63
Roadside Development in Michigan . . . . .	Varnum B. Steinbaugh	66
Achievements in the Camping Field . . . . .	Fay Welch	69
Some New Ways in Camping . . . . .	Julian Harris Salomon	71
Speech Rehabilitation Through Camp Life . . . . .	Darrel J. Mase	72
New Sites and New Programs . . . . .	William H. Savin	73
Community Organization for Camping	Francis E. Robinson and Edward J. Dalstrom	74
A Day in a Girl Scout Camp . . . . .	Lillian E. Mount	76
An Older Girls' Camp at Lake of the Ozark . .	Dorothy H. Taylor	77
Organized Camps in South Carolina . . . . .	H. A. Smith	78
History and Archaeology in a State Park System . .	Walter B. Jones	80
Wildlife and Recreation . . . . .	Daniel B. Beard	82
State Park Administrative Agencies . . . . .		84
Current Bibliography . . . . .	Irmine B. Kennedy	85

Opinions expressed in articles contributed by persons outside the Government service are those of the authors and are not necessarily concurred in by the Department of the Interior.



# THE YEAR'S PROGRESS

by JAMES F. KIELEY, *Associate Recreational Planner, National Park Service*

## *A summary of the advancement of park and recreational developments under Federal and State cooperation in the year ending September 30, 1938.*

FEDERAL ASSISTANCE to the States through the National Park Service for the advancement of park and recreational area systems and programs accounted for continued widespread progress in the year ending September 30, 1938. Many major steps toward the realization of master plan objectives were accomplished, and in a number of areas individual projects making up these plans were marked off as completed. Federal aid was continued in the form of Civilian Conservation Corps and Emergency Relief funds and manpower, combined with the technical resources of the Service.

During the 12 months the Service cooperated in conservation and recreation work with 117 different State, county, and municipal park administrative agencies in supervising the activities of 277 working units. These units were employed on 456 different areas whose total acreage was 1,414,616. The work forces included 257 CCC camps, and 20 National Park Service work camps employing relief labor. Two hundred and five CCC camps and 13 work camps were employed on 325 State parks totaling 1,247,208 acres. In the development of State parks the National Park Service cooperated with 71 different park administrative agencies, and in county park work, on which 27 CCC camps and 2 work camps were employed, there were 17 agencies cooperating in projects on 72 areas of 91,300 acres. Twenty-five CCC camps and five work camps were at work on 59 metropolitan park areas totaling 76,108 acres, which are administered by 29 different agencies.

Expenditures from CCC and Emergency Relief Act appropriations through the National Park Service for park and recreation projects during the year totaled \$18,095,046. For State, county, and metropolitan park work, expenditures of \$7,407,472<sup>1</sup> from CCC allocations and \$663,630 of ERA funds made a total of \$8,071,102 disbursed for projects advanced under technical supervision of the Service in cooperation with local administrative agencies. In addition there was expended through the Service \$3,654,968 of CCC funds for national park projects, and, from ERA funds, \$4,999,237 for development of the 46 Federal recreational demonstration area projects in 24 States, and \$1,369,739 on Federal projects in the Cape Hatteras Proposed National Seashore, North Carolina, and in national monuments. The CCC expenditures represent the money expended

through the National Park Service on development projects and do not include emergency funds spent through other agencies for maintenance of the CCC camps, enrollees, etc.

Distribution of CCC and ERA funds combined, expended on State, county, and metropolitan park projects, and ERA funds on recreational demonstration areas (most of which will eventually be turned over to the States as additions to their park systems) was as follows:

State	Funds	
	CCC and ERA	ERA on recreational demonstration areas
Alabama	\$215,068	\$184,055
Arizona	117,051	.....
Arkansas	155,487	.....
California	389,626	200,910
Colorado	197,219	.....
Connecticut	293	.....
Florida	168,679	.....
Georgia	138,523	209,292
Idaho	32,312	.....
Illinois	694,719	146,917
Indiana	165,485	205,991
Iowa	190,157	.....
Kansas	31,770	.....
Kentucky	95,516	102,066
Louisiana	32,801	.....
Maine	35,698	135,885
Maryland	48,670	171,204
Massachusetts	248,044	.....
Michigan	136,801	444,644
Minnesota	324,642	133,502
Mississippi	149,504	.....
Missouri	318,285	466,587
Montana	33,695	.....
Nebraska	67,691	.....
New Hampshire	70,065	155,545
New Jersey	165,038	.....
New Mexico	105,745	60,074
New York	585,346	.....
North Carolina	121,293	256,051
North Dakota	99,401	77,631
Ohio	160,939	.....
Oklahoma	331,699	151,297
Oregon	132,055	151,371
Pennsylvania	185,078	986,767
Rhode Island	64,720	120,782
South Carolina	157,844	233,359
South Dakota	111,943	27,152
Tennessee	228,819	357,460
Texas	557,119	.....
Utah	31,802	.....
Vermont	102,596	.....
Virginia	230,652	20,695
Washington	191,194	.....
West Virginia	199,942	.....
Wisconsin	219,319	.....
Wyoming	30,757	.....
Total	8,071,102	4,999,237

<sup>1</sup> This figure includes the relatively small amount of CCC funds spent on development of Federal recreational demonstration area projects.

Work accomplished in State, county, and metropolitan parks and recreation areas, and in recreational demonstration areas by CCC camps during the period October 1, 1937, and September 30, 1938, is shown in the following tabulation:

Job designation	Unit	Work completed
Foot and horse bridges.	Number.	43
Vehicle bridges.	do.	30
Barns.	do.	4
Bathhouses.	do.	22
Cabins, overnight.	do.	218
Combination building.	do.	42
Dwellings.	do.	26
Equipment and supply storage houses.	do.	44
Garages.	do.	51
Latrines and toilets.	do.	116
Lodges and museums.	do.	19
Lookout towers.	do.	4
Shelters.	do.	71
Other buildings.	do.	148
Cribbing, including filling.	Cubic yards.	11, 308
Impounding and large diversion dams.	Number.	27
Fences.	Rods.	42, 663. 7
Guard rails.	do.	14, 932. 7
Levees, dykes, etc.	Cubic yards.	340, 511
Power lines.	Miles.	61. 1
Incinerators.	Number.	59
Sewage and waste disposal systems.	do.	100
Telephone lines.	Miles.	81. 9
Fountains, drinking.	Number.	135
Pipe and tile lines.	Linear feet.	363, 048
Storage facilities.	Gallons.	547, 000
Wells, etc.	Number.	58
Miscellaneous water systems.	do.	6
Camp stoves, fireplaces.	do.	1, 968
Cattle guards.	do.	15
Corrals.	do.	6
Seats.	do.	1, 497
Signs, markers, etc.	do.	3, 035
Stone walls.	Rods.	1, 043. 1
Table and bench combinations.	Number.	3, 836
Tool boxes.	do.	38
Miscellaneous structures, improvements.	do.	3, 173
Springs.	do.	18
Waterholes.	do.	1
Small reservoirs.	do.	20
Landing docks and piers.	do.	16
Truck trails, minor roads.	Miles.	386. 8
Foot trails.	do.	141. 5
Horse and stock trails.	do.	49
Stream and lake bank protection.	Square yards.	195, 787
Bank sloping.	do.	271, 273
Check dams, permanent.	Number.	1, 671
Check dams, temporary.	do.	626
Seeding and sodding.	Square yards.	347, 445
Tree planting, gully.	do.	44, 850
Ditches, diversion.	Linear feet.	4, 080
Water spreaders.	do.	2, 844
Clearing, channels, etc.	Square yards.	83, 139
Clearing, lakes, etc.	Acres.	2, 531. 8
Earth excavation, channels, etc.	Cubic yards.	871, 462
Rock excavation, channels, etc.	do.	2, 355
Riprap, paving rock, etc.	Square yards.	33, 851
Other water control structures.	Number.	218
Planting, seeding (trees).	Acres.	8, 352. 4
Forest stand improvement.	do.	1, 533. 3
Nurseries.	Man-days.	46, 858
Tree seed collection (conifers).	Bushels.	440
Tree seed collection (hardwood).	Pounds.	7, 113
Collection of tree seedlings.	Number.	24, 775
Fighting forest fires.	Man-days.	28, 104
Firebreaks.	Miles.	125. 8
Fire hazard reduction (roadside).	do.	137. 1
Fire hazard reduction (other).	Acres.	14, 263. 8

Job designation	Unit	Work completed
Fire suppression.	Man-days.	52, 552
Fire prevention.	do.	2, 185
Tree and plant disease control.	Acres.	20, 903
Tree insect pest control.	do.	44, 840
Beach improvement.	do.	87. 9
General clean-up.	Man-days.	3, 307. 5
Landscaping, undifferentiated.	Acres.	10, 221. 5
Moving and planting trees, etc.	Number.	1, 568, 422
Parking areas, overlooks.	Square yards.	777, 971
Public campground development.	Acres.	312. 8
Public picnic ground development.	do.	495. 8
Razing, obliteration.	Man-days.	145, 513
Seed collection (not tree).	Pounds.	2, 226
Seeding and sodding.	Acres.	1, 266. 4
Soil preparation.	do.	782. 9
Vista cutting.	do.	653. 7
Walks (concrete, gravel, etc.).	Linear feet.	50, 719
Fish rearing ponds.	Number.	24
Food (cover planting and seeding).	Acres.	161. 3
Lake and pond development.	Man-days.	20, 894
Stocking fish.	Number.	42, 500
Stream development (wildlife).	Miles.	1
Other wildlife activities.	Man-days.	9, 142
Wildlife feeding.	do.	641
Wildlife shelters.	Number.	176
Education, guide, contact station.	Man-days.	81, 189
Emergency work.	do.	42, 299
Eradication of poisonous weeds, etc.	Acres.	1, 015. 6
Experimental plots.	Number.	200
Insect pest control.	Acres.	1, 678. 5
Maps and models.	Man-days.	6, 579
Marking boundaries.	Miles.	45. 8
Mosquito control.	Acres.	133
Preparation and transporting materials.	Man-days.	360, 274
Archeological reconnaissance.	do.	9, 910
Other reconnaissance and investigations.	Man-days.	10, 653
Restoration of historical structures.	Number.	21
Surveys.	Man-days.	72, 683
Tree preservation.	do.	21, 990
Equipment, repair, or construction.	do.	3, 001
Hydraulic research.	do.	344
Warehousing.	do.	6, 213
Unclassifiable.	do.	189
Rodent control.	Acres.	65

Additions or improvements to recreational and educational facilities, and application of measures designed to safeguard or restore inherent resources, were carried forward by the National Park Service during the year on more than 200 national, State, county, and metropolitan parks and allied areas east of the Mississippi River. Cooperating in planning and supervision of the work on non-Federal areas were approximately 50 State and other local commissions or boards.

Particularly outstanding were activities in the field of historical and prehistorical restoration and preservation, such as the construction, now nearing completion, of a unique museum of monolithic concrete design at Mound State Monument, Moundville, Ala., where more than three score pre-Columbian burials will be exposed and safeguarded permanently *in situ*. Restorative treatment was continued at Hopewell Village National Historic Site, a part of French Creek Recreational Demonstration Area, Pennsylvania, where an early cold blast iron furnace is being re-created in its original form.

New progress was achieved in a field where the Federal Government only recently has assumed leadership. Twenty-six organized vacation camps and two tent camping sites in the East and South provided more than 200,000 camper-days during the season on 22 recreational demonstration areas situated in 11 States. Camping facilities provided in a chain which reaches from New Hampshire to Alabama were leased to a variety of character- and health-building organizations such as Boy and Girl Scouts, Y. M. C. A., and Y. W. C. A., the Maryland League for Crippled Children, Camp Fire Girls, and Salvation Army. Seven camps were operated for boys, 3 for girls, 14 for boys and girls, 2 for mothers and tots, and another for families.

A program conducted at Laurel Hill, Pa., provided speech rehabilitation for children with impediments, and a carefully supervised routine at Catoctin, Md., brought improvement among 98 percent of the crippled children who spent 8 weeks of vacation there. Underprivileged grammar school boys of Atlanta received a health-building outing at Hard Labor Creek Recreational Demonstration Area under sponsorship of the Optimist Club, a civic organization of the Georgia capital. Public picnicking and lake beach sections of these Federal areas also gained in popularity during the year, an example being Swift Creek, near Richmond, Va., where more than 100,000 visitors were counted during July and August.

Cooperative development activities embraced work schedules extending throughout approximately 150 State, county, and metropolitan parks situated on the Atlantic seaboard, Gulf, and eastern Mid-West States. The work ranged from preliminary conservation programs to the establishment of essential park structures. In the field of engineering, more than a score of dams to impound recreational lakes were completed or under construction, including a 100,000-cubic-yard structure on the Tangipahoa River in Percy Quin State Park, Miss., which will create a 600-acre basin, and the fine concrete and stone masonry barrier at Cumberland Homesteads Park, Tenn., which will provide swimming and boating water at a public play area administered by the Farm Security Administration. Research and educational opportunities were not neglected, the activities ranging from the collection and classification of fossilized Ice Age mammalian specimens at Edisto Beach State Park, S. C., to the organization of data concerning invertebrates at Gilbert Lake State Park, N. Y., and the famous Old South plantation which the Marigny family built at Fontainebleau in Tchefuncte State Park, on the north shore of Lake Pontchartrain, La.

Efforts to preserve park woodlands against destructive fires brought new successes during the year in the reduction of occurrence and damage. In that connection, more than 40,000 CCC enrollees assigned to National and State parks received the benefit of fire-protection training afforded by Service supervisors. In the field of land restoration, standard practices were applied to check soil erosion, purify

polluted stream and rehabilitate vegetative growth. Re-planting was carried out in widely distributed areas, such as Raccoon Creek, Pa., where 2,000,000 seedlings were set, and in southern coastal State parks where fires once had made serious inroads. Notable cooperation was extended to Northeastern States in repairing the damage inflicted in their woodlands by the severe flood and storm of September.

In the 14 North Central States from Michigan on the east to Montana on the west, the National Park Service cooperated with 20 State, county, and municipal park agencies in the advancement of park conservation and recreational development programs on 145 areas. The working forces utilized included 70 CCC camps and 9 work projects employing relief labor.

The gate section of the Estabrook Dam in the Milwaukee River in Milwaukee County is completed and work is started in the main channel spillway. A large waterfowl lagoon system at the University of Wisconsin Arboretum, at Madison, Wis., now completed, is attracting many new species of migratory waterfowl.

A comprehensive fish hatchery at Chesapeake State Park, Mo., is now in operation. A 250-foot sea-wall is protecting developments at Ludington State Park, Mich., on the shore of Lake Michigan, and a dike 1,600 feet long to control the Platte from cutting into the old Fort Casper area in Wyoming, is well under way.

One hundred square miles in the Denver Mountain Parks received treatment to abate Black Hills beetle infestation.

Through a series of fire school training courses, all workers have received instruction in fire suppression methods, which was particularly useful when work crews were called out on 102 fires in and adjacent to project areas. In Cook County Forest Preserve, Ill., especially fine results have been obtained through experimentation with fire-resistant species of prostrate vine and shrubs to serve as fire breaks on the area. Reforestation planting was carried out on 3,195 acres, and 1,364,163 trees and shrubs were planted by CCC and ERA work units for soil stabilization, wildlife, and aesthetic purposes.

Facilities for water supply and sanitation, shelters, parking areas, and general accommodations were added to parks in all the States. Impounding dams creating large lakes now provide recreational waters at Cottonwood State Park in Minnesota and Spring Mill State Park, Ind. Work progresses on the 4,000,000-cubic-yard earth excavation job to provide recreational facilities for metropolitan Chicago at the Skokie Lagoons project.

The open slope ski run at Rib Mountain, Wis., is ready for use and a concessionaire's ski-tow, 3,100 feet long, is carrying skiers to the top of the run.

At Morrison Cave State Park, Mont., new cave passages were opened upon the completion of one-half mile of underground trail.

Development for the present is complete at Beeds Lake State Park and Bedford State Park in Iowa. Both of these

areas were provided with artificial lakes making available swimming, boating, and picnicking facilities.

A fine log building to provide quarters for a park office has been added to vast Custer State Park in the Black Hills of South Dakota.

A stage unit, from which a violin can be heard from any one of 10,000 seats through natural acoustics made possible by two large rocks towering hundreds of feet, is complete at the Red Rocks amphitheater in Colorado. Completed construction work at Glenwood Municipal Park and Sibley State Park in Minnesota made possible official dedication and opening of these areas to the public.

A museum whose exhibits tell the story of the military post and Slave Indian Village, is complete at Fort Lincoln State Park, N. Dak. Restoration of an aqueduct and the addition of two locks were accomplished at the Illinois and Michigan Canal project in Illinois. Two additional cabins were restored in the historic village where Abraham Lincoln lived, in New Salem State Park, Ill. The geologic story of the Black Hills is told in an exhibit in the museum at Custer State Park.

Recreational planning in the field of leadership and programs on State parks has been initiated in Illinois, Iowa, Wisconsin, Michigan, and is contemplated in Minnesota, Missouri, and Nebraska.

Work was continued on 12 of the recreational demonstration areas, chiefly with relief labor, although 4 areas also have CCC camps. For the 1938 summer camping season there were 14 camps available in the areas, an increase of 7 over the 1937 season. These facilities provide for 95,200 camper-day use during the summer 10 weeks leasing period. In addition, 7,947 camper-days were used during the short-term leasing period prior to and following the summer period. At the close of the camping season 2 more camps were completed, making a total of 16 now available, and work has been initiated on 6 new camps.

State and metropolitan parks of the Southwest paid dividends on a large scale during the year, when all previous attendance records were broken. Attendance at Tyler and Daingerfield State Parks, in Texas, where artificial lakes were completed and opened to the public, registered sharp advances. Combination bathhouse and concession buildings also were completed in those parks. In the same State, development was completed in Mother Neff and Big Bend State Parks. Shade was provided for the huge swimming pool in Balmorhea State Park, by transplanting cottonwood trees from the banks of the Rio Grande.

A contribution of \$15,000 was made by the city government of Beaumont toward local participation in continued development of Tyrrell Metropolitan Park. A similar amount was made available by Dallas, for cooperation in the work at Bachman-Whiterock Metropolitan Park.

In Oklahoma, where development was continued in the eight State parks, swimming facilities became available for the first time in four of these areas. Swimming now is provided for in six of the parks, and was the most popular activi-

ty during the year. The two organized camping areas at Lake Murray Recreational Demonstration Area were opened for the first time and were utilized, under lease, by Texas and Oklahoma groups throughout the summer.

Development was completed in Crowley's Ridge State Park, Ark., and the CCC camp was transferred to Buffalo River State Park, where work now under way includes provision for swimming in a clear stream that runs through this spectacular section of the Ozarks. The 90-acre lake for boating and fishing, and the boathouse, were completed in Petit Jean State Park. Swimming facilities at a smaller lake the CCC provided in this park were extensively used. Development was started in Lake Catherine State Park, near Hot Springs, where present work is concentrated on construction of roads, fishermen's barracks and other projects along the lake shore, to permit active use next summer.

Work was completed in Bottomless Lakes State Park, N. Mex., and the camp transferred to Carlsbad Caverns National Park. A loop road now permits of a circle tour around Bottomless Lakes, at one of which a sand beach and bathhouse were constructed. Additional facilities for winter sports were completed in Hyde State Park, Santa Fe, where skiing was more popular than at any previous time. The State is proceeding to acquire more land for New Mexico's Bluewater Lake State Park, with the view to possible CCC development there.

Attention was given in Arizona parks to additional development of trails for hiking and horseback riding—major year-round activities in these mild-winter areas. South Mountain Park, Phoenix, is used on nearly a 24-hour basis now, by moonlight horseback riding parties, and early morning picnicking groups. Additional parking areas and entrance development that includes housing for park employees and concessionarie, were completed. Cabins were completed in Hualapai Park, Kingman, where additional water sources and picnic units were developed. Desert wildlife was given added protection by continued development of the refuge in Tucson Mountain Park, near where the completed Colossal Caves Park attracted many visitors.

In a year during which attendance in other types of recreational areas throughout the West fell off somewhat, State, county, and metropolitan parks held their own, and, in some places, registered gains. Of outstanding interest during the year on the Pacific coast was completion of the CCC program of development in several important areas. Among these were Twanoh, Lewis and Clark, Deception Pass, and Ginko Petrified Forest State Parks in Washington. The trailside museum and other park structures were completed in Ginko Petrified Forest State Park, and the program of development planned for Point Defiance Park, main unit of the Tacoma Metropolitan Park System, was also completed.

At Moran State Park in the beautiful Juan Islands, additional campgrounds, boating facilities, and further improvement to the road system were completed. Many important new construction jobs are being carried forward in that area.

At Millersylvania State Park in the Coastal Prairie region, south of Olympia, a complete new beach development, including a bathhouse and all necessary facilities, was installed to supplement the one already in operation. Adjoining this beach, a new picnic and campground was developed, which almost doubled the capacity of the park.

At Lewis and Clark State Park, in southwestern Washington, many unsightly old structures were removed, landscape development was completed, and other steps were taken to give this area the final touches necessary before closing the CCC camp operated there at intervals through the last 4 years.

In Oregon, major progress was made in Jesse M. Honeyman State Park on the coast, and Silver Creek Falls State Park on the eastern edge of Willamette Valley. At Jesse M. Honeyman, a bathhouse and complete beach development adjacent to it were finished on Cleowox Lake. A large picnic ground and parking area were added to the same area of the park. At Silver Creek Falls, extensive additions were made to the picnic areas. Several additional parcels of land were added to the park. At Saddle Mountain State Park on the Oregon coast, additional right-of-way was obtained for the park entrance road, and substantial progress made on construction of the road. Crews of CCC workers detailed from the Saddle Mountain Camp performed a great deal of work on the roads in Ecola State Park. At Prescott Memorial Park near Medford—a metropolitan park area operated by that city—the CCC development program, started in 1935, is rapidly nearing completion. Two fine picnic areas have been finished, and the road system is complete. The CCC camp at Coos Head, near North Bend, Oreg., has carried forward development of the area controlled by the Marine Biological Laboratories of the University of Oregon, the shore of Coos Bay. A great deal of work was also performed by this camp at Cape Arago State Park.

In California, outstanding development was carried out in California Redwood State Park. The sewage system, the largest installed in any California State park, has been completed. The fire-control system was augmented by completion of the Sandy Point Station for fire suppression crews, and of lookouts at Eagle Rock and the Chalks. Another important project was that at Cuyamaca Rancho State Park in San Diego County. Several buildings were completed in the organized camping area, and preparations have been made for construction of another organized camp in this 20,000-acre park. A side camp operating from Cuyamaca has completed development of picnic areas and other facilities in Anza Desert State Park, the new 200,000-acre unit of the California State Park System. During the summer, work was resumed at Bliss Rubicon and Calaveras Big Trees State Parks in the high Sierras where construction is possible only in summer.

At La Purisima State Historical Monument, restoration of the church building was completed except for certain

interior finishing work now in progress. The Big Sur CCC camp, which operated 6 months of the year, completed additions to the facilities of Pfieffer's Redwood State Park on the Monterey coast. This area has become one of the most important units in the California State Park System, because of the campgrounds, cottages, store and restaurant buildings and other facilities built by the CCC. The Wildcat Canyon CCC camp continued work on roads, trails and recreational facilities on lands of the East Bay Regional Park District. At Mount Tamalpais State Park, continued progress was made on the stone seating tiers of the great Mountain Theatre. Two stone rest room buildings were erected near the theater, and the roads, trails and parking areas used in connection with the theater were greatly improved.

At Humboldt Redwood State Park, home of the giant redwood groves on the northern California coast, the California State Park Board effected a ruling centralizing all over-night camping in the Richardson Grove and Williams Grove areas, and CCC crews worked throughout the season enlarging and improving camping facilities at these points. A new outdoor theater was constructed at Williams Grove. Other improvements in parks along the coast included two new picnic shelter buildings at Seacliff Beach and increased space for camp and trailer accommodations at San Clemente and Doheny Beach State Parks.

In Heyburn State Park, Idaho, a complete beach development and campgrounds, picnic area, a concession building and other facilities were installed at Chacolet, which double the capacity of the park.

In Utah, the Farmington Bay Camp continues to be the only State park camp in operation. During the year the main dike separating Great Salt Lake from the fresh water area on Farmington Bay, was completed. Dragline operations are now concentrated on the building of cross-dikes within the fresh water area. The Farmington Bay Waterfowl Refuge, developed by this camp, already serves as a haven for countless thousands of migrating waterfowl.

In Nevada, continued progress was made on restoration of old Fort Churchill near Carson City, through side-camp activities from the Bliss Rubicon State Park camp in California. In southern Nevada, additional development of the State-owned museum at Overton was made possible through side-camp activities from Boulder Dam Recreational Area camps.

At Silver Creek Recreational Demonstration Area, which adjoins Silver Creek Falls State Park in Oregon, the buildings and facilities in the organized camp were completed and placed in operation during the summer under supervision of the Salem, Oreg., Y. M. C. A. In California, organized camping facilities at Mendocino Woodlands Recreational Demonstration Area were operated by the Contra Costa Camp Board, Inc. Both of these recreational demonstration areas are being developed by the National Park Service, utilizing ERA funds and labor.

State park acreage and attendance, 1936-38, inclusive, and its relation to land area and population

State	Population, 1930 census	Attendance			Land area of State, in square miles	State parks and related areas				Density of population (persons per square mile 1930)	Acres of State parks per 1,000 population, 1933			
						1938		1937						
		1938	1937	1936		Number	Acreage	Number	Acreage					
Alabama	2,646,248	203,930	151,930	101,720	51,279	16	26,651	16	25,429	51.6	10.1			
Arizona	435,573				113,810	1	6,400	1	6,400	3.8	14.7			
Arkansas	1,854,482	212,914	182,096	112,004	52,525	10	18,764	9	16,036	35.3	10.1			
California	5,667,251			1,700,000	155,652	70	305,879	70	292,557	36.5	53.9			
Colorado	1,035,791				103,658	1	120	1	120	10.0	.1			
Connecticut	1,606,903	2,400,000	2,770,947	2,491,696	4,820	45	11,756	45	11,692	333.4	7.3			
Delaware	238,380				1,965	1	5	1	5	121.3				
Florida	1,468,211		1,53,023	1,54,080	54,861	9	15,574	8	14,972	26.8	10.6			
Georgia	2,908,506	1,200,000	1,150,000	1,75,000	58,725	12	10,059	9	5,653	49.5	3.5			
Idaho	445,032	1,112,000	1,100,000	1,75,000	83,354	1	7,836	1	7,836	5.3	17.6			
Illinois	7,630,654	2,325,000	2,195,200	1,726,500	56,043	38	14,346	38	14,346	136.2	1.9			
Indiana	3,238,503	1,151,215	1,064,700	907,734	36,045	17	14,112	17	14,112	89.8	4.4			
Iowa	2,470,939	1,2,800,000	2,672,200	2,457,423	55,586	78	32,008	77	31,310	44.5	13.0			
Kansas	1,880,999			1,200,000	81,774	18	13,104	18	13,104	23.0	7.0			
Kentucky	2,614,589		215,181	152,004	40,181	21	6,557	19	6,546	65.1	2.5			
Louisiana	2,101,593	1,75,000	1,60,000		45,469	8	6,824	6	6,824	46.3	3.2			
Maine	797,423				29,895	3	5,810	2	5,710	26.7	7.3			
Maryland	1,631,526	214,859	236,666		9,941	5	2,912	5	2,440	164.1	1.8			
Massachusetts	4,249,614				8,039	85	133,101			528.6	31.3			
Michigan	4,842,325	8,022,015	9,839,443	9,141,319	57,480	79	41,536	76	40,850	84.2	8.6			
Minnesota	2,563,953	1,995,919	1,600,000		80,858	46	45,450	46	45,046	31.7	17.7			
Mississippi	2,009,821	1,100,000	42,000		46,362	10	12,400	9	12,180	43.4	6.2			
Missouri	3,629,367	1,850,000	1,850,000	1,850,000	68,727	18	18,517	18	18,517	52.8	5.1			
Montana	537,606	1,5,000			146,131	1	2,739	1	2,739	3.7	5.1			
Nebraska	1,377,963	1,200,000	1,250,000	1,200,000	76,808	36	7,880	34	7,625	17.9	5.7			
Nevada	91,058				109,821	6	11,495	6	11,495	.8	126.3			
New Hampshire	465,293	275,000	330,000	298,000	9,031	37	29,220			51.5	62.8			
New Jersey	4,041,334				7,514	16	44,764	15	44,010	537.8	11.1			
New York	12,588,066	25,000,000	23,733,000	22,445,000	47,654	70	188,827	70	188,827	264.2	15.0			
New Mexico	423,317	43,000	32,000	14,000	122,503	5	5,248	4	5,188	3.5	12.4			
North Carolina	3,170,276	1,2,30,000	1,18,862	1,27,868	48,740	6	10,101	6	8,566	65.0	3.2			
North Dakota	680,845				70,183	48	51,786	47	51,776	9.7	76.0			
Ohio	6,646,697				40,740	61	55,011			163.1	8.3			
Oklahoma	2,396,040	267,214			69,414	8	37,500	8	33,680	34.5	15.7			
Oregon	953,786	1,1,150,000	1,1,000,000	1,1,800,000	95,607	136	21,558	121	19,458	10.0	22.6			
Pennsylvania	9,631,350	1,3,500,000	1,3,500,000	1,3,000,000	44,832	50	46,390	50	46,390	214.8	4.8			
Rhode Island	687,497	1,2,175,000	2,100,000	2,000,000	1,067	46	7,827	46	7,827	644.3	11.4			
South Carolina	1,738,765	1,454,024	456,497		30,495	15	21,666	14	20,066	57.0	12.5			
South Dakota	692,849	446,121	428,726	334,876	76,868	1	109,000	1	109,000	9.0	157.5			
Tennessee	2,616,556	25,981			41,687	10	76,645			62.8	29.3			
Texas	5,824,715	3,2,000,000	1,1,600,000	1,900,000	262,398	412	311,081	412	311,001	22.2	53.4			
Utah	507,847				82,184	1	0.4	1	0.4	6.2				
Vermont	359,611	134,500	179,838	150,954	9,124	21	39,944	20	39,924	39.4	111.0			
Virginia	2,421,851	212,750	201,114	135,601	40,262	7	17,625	7	15,234	60.2	7.3			
Washington	1,563,396	1,1,250,000	1,1,250,000	1,1,000,000	66,836	55	45,361	55	42,523	23.4	29.0			
West Virginia	1,729,205	188,588	100,000		24,022	11	34,640	9	26,525	72.0	20.0			
Wisconsin	2,939,006	1,300,000	1,224,767	995,939	55,256	19	13,053			53.2	4.4			
Wyoming	225,565				97,548	3	1,828	3	1,828	2.3	8.1			
Total attendance for States reporting, all years		55,993,445	55,824,823	50,240,634										
Total State park acreage for States reporting, 1937 and 1938							1,633,880		1,579,967					

<sup>1</sup> Estimated.

<sup>2</sup> For only 2 areas; others not open.

<sup>3</sup> Attendance only for areas under Texas State Park Board.

<sup>4</sup> Includes 363 roadside parks under State highway department.

## THE NATIONAL PARK AND MONUMENT SYSTEM— CALCULATIONS ON PROGRESS FOR 1938

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To MEASURE the national park movement in terms of progress per annum can at best be a matter of accounting only in fractions, since the movement goes steadily on year after year, eternally producing combinations of results, none of which are entities in themselves. After all else has been said there will still remain the fact that the year's work is

simply to keep the park movement in adjustment with that one fundamental which makes the movement so indispensable—that recreation in the full sense of its meaning is indispensable to life.

In retrospect we see that when consummation of several interesting park and monument projects occurs during



This view of Fort Clinch State Park, Florida, shows the exterior slope as restored by the CCC.  
{Photo by National Park Service.}



Stream banks are protected by revetments such as this one in Stephens Grove, Humboldt-Redwood State Park, California.  
{Photo by National Park Service.}



Workers in the fire-training school receiving instruction at Lake of the Ozarks Recreational Demonstration Area, Missouri.



Caretaker's lodge and entrance gate built by the CCC in Ascutney State Forest Park, Vermont.  
{Photo by National Park Service.}



Salem Maritime National Historical Site, Massachusetts. The old Custom House, which is part of the Historical Site. *{Photo by National Park Service.}*



Fort Laramie National Monument, Wyoming. Buildings on the northwest side of the parade ground showing the "Bedlam" (officers' club), two officers' quarters, the old sutler's store and canteen. *{Photo by National Park Service.}*



Grand Teton National Park, Wyoming. Teewinot, Mount Owen and Glacier Canyon reflected in Jenny Lake. *{Photo by National Park Service.}*



Olympic National Park, Washington. View from the Elwha-Sole-duck Divide with jagged Cat Creek Divide between. *{Photo by National Park Service.}*

some year or other it is declared that year was one of great progress. And again, in another year, few projects may be concluded, and it may then appear as though little progress was made. Although objectives will have been evident and there will have been no lack of effort, a preponderance of what is said about the work of that year will necessarily be in amplification of our policies and plans.

The year 1938 was notable not only because of projects accomplished but for the strengthening of park policies and the broadening of the advance land-use planning program as well.

Something of the point of view with which the preparation of this account of progress for 1938 was undertaken is thus presented, because anyone who reads it should understand that the National Park Service is fully conscious of the danger to the balanced perspective of one who allows his horizon to become trapped and lowered by the philosophic limitations of a statistical account. If the author of a parks progress report sets down his material properly, all the important details of progress for the year treated in it will be described in the full light of the park movement as an eternal thing. If he does not, he will fail to inspire any interest in the future. It is important in this to think as much of the principles and the spirit of progress as of the facts of it.

Certainly the most important progress to report for the year 1938 must be something of whatever increased benefit and enjoyment the park and monument system became to the Nation during that time. We have the usual obvious key to this when we look at the figures and find that during 1938 (the travel year is always from October 1 to September 30, inclusive) sixteen and a quarter million people visited the system, which figure represents an increase of about 7 percent over the 1937 travel year.

That increase is perhaps the best, or at least the most popular, expression we have to prove the public's belief in the principle of dedication to complete use for park purposes of those 19 millions of acres of land thus far entrusted to the Service's management.

There is always encouragement, of course, in being able to report a substantial annual visitor increase, although it should be stated that the Service does not apply itself chiefly to the building up of greater travel figures, and would have plenty of subject matter these days with which to keynote its accounts of progress even if no travel increases occurred. The chief over-all aim of the Service is the complete preservation of superlative areas to provide the Nation with the multiple benefits of proper recreational enjoyment. An annual travel increase is considered by the Service as simply one evidence of good conduct in its share in the park movement as a whole; it is not the result of a specifically premeditated objective.

Somewhat more spectacular, perhaps, to those conservationists throughout the country for whom the park movement means vocation, avocation, or both, than increased travel, there appear in our picture of progress for 1938

certain powerful, red-letter-year exemplifications of national thrift which have enriched the park movement's traditional social and economic worth. Outstanding of these is establishment of the Olympic National Park, Wash.

You have read elsewhere no doubt that the national park and monument system now includes (as of September 30, 1938) 27 national parks; 2 national historical parks; 1 national recreational area; 74 national monuments; 11 national military parks; 11 national cemeteries; 3 national parkways; 8 miscellaneous national memorials; 8 national battlefield sites; 2 national historical sites, and the National Capital Parks of the District of Columbia; and that 2 of the national monuments and 2 national historical sites, in addition to the Olympic National Park, were established during the year. The new monuments are: Fort Laramie, Wyo., and Channel Islands, Calif. The national historical sites are known as Salem Maritime and Hopewell Village, the first named being in Massachusetts and the latter in Pennsylvania.

You may not have read or thought that in setting up the Olympic National Park last June, the Seventy-fifth Congress in effect placed a particular stamp of approval on progress of the whole national park and monument system to date—posted the national park land-use record, found it worthy, and expressed the mounting faith of the Nation in the ideals and results of the park movement.

Congress did this by giving the people of the Nation for the first time a national park (the Olympic, in the State of Washington) which was requested and justified altogether with the understanding that it is thrifty to have reserved as long as the Nation shall endure, and primarily for their inspirational value, park areas of superlative primeval wilderness, practically free from all development except primitive trails and shelters.

For years conservationists have talked about the vital importance of keeping certain wild lands wild. Along about 1885 the homesteaders started carving up the last frontier of our old West. By the turn of the century land grabbing and exploitation for private gain, regardless of the best long-range use the lands being exploited might be fitted for, were nightmares to conservationists.

The determination of the National Park Service has always been to preserve completely all wilderness areas of outstanding national importance. Progress has been made. Today the finger of public criticism is pointed directly at any land management agency that permits excessive or intrusive developments in the wilderness.

To safeguard the irreplaceable values of park and monument areas, as well as to provide for their best use, the Service develops a master plan for each area under its jurisdiction.

The master plan for a park shows all development, existing and proposed. It is prepared by professional men to meet the requirements of the public in using the park.

A road and trail system, for example, is carefully planned in its entirety. It may take many years to complete, but

each unit of construction that is executed is a portion of this complete plan and a step towards its achievement.

The master plan is more than the work of one man; it is a product of the Service as a whole. Each feature of it has been studied and passed upon by the various technical branches of the Service before administrative approval is given.

No trails, roads, buildings, camp grounds, or other developments are permitted within a park unless they have been previously approved and included in the plan.

The master plan is a conservative device, purposely adopted to avoid hasty or ill-conceived projects.

In addition, the master plan serves as a practical means of integrating the general administrative policies of the Service for preservation with reasonable use.

It was through the invention of the practical wild-land preservation policy of the Service, and its wide acceptance by the public as its thriftiness became better understood, that conservationists were enabled satisfactorily to justify the Olympic National Park on a wilderness basis.

It took 30 years or more of progressive effort to bring the Olympic National Park within reach. It took exceptionally courageous conservation leadership on the part of the President, Secretary Ickes, and Congress, to finally put the project across.

About 50 years ago, when the Nation knew or cared so little about the dangers of indiscriminate use of remote wilderness resources that conservation would have been considered facetious by the public, John Muir and his coterie, the champion thrifites of that day, got Yosemite and Sequoia set aside as public parks.

Not since that time, until the Olympics came in last summer, have public forests of comparable grandeur been included in any national park. It seems eminently fitting that coincident with the National Park Service's twenty-first birthday year, a park signifying so much progress in national thrift—in maturity of the park movement—should come into the system.

It has been indicated that there is an increased public consciousness of the need to extend the benefits provided by the park type of land use. It now should be emphasized that recreation, chief of those benefits, is recognized as a vital essential, rather than a casual luxury.

The form of recreation enjoyed in the pursuit of competitive sports calling for physical exercise has its place in the park movement of course, but the inspirational uplift, the rare joy, the spiritual contentment of contact with nature at her best, experienced by park users as they react mentally and physically to their surroundings in the park areas of our land, are the elements that make national park recreation great.

The goal is broader intellectual and cultural achievement which prompts the individual to tolerance and reserve in the full sense of democracy, and is thus indispensable to the pattern and the preservation of our national character.

The evident need for more and more of this kind of

recreation, as exhibited among the many millions of park visitors during 1938, again confirmed the efficacy of the park movement. It reaffirmed the truth of yesterday's vision of park land use as a progressive step in land utilization, taking its place now with those other distinctive land use techniques, such as forestry, agriculture, and mining.

Under the concept of public service the park movement exemplifies, it is not strange to find conservationists so zealous in their guardianship of our national park and monument areas. It is not strange, with all the history and all the tradition of the park movement, that they are ever ready to challenge, and to fight to the finish, the still all too frequent attempts of short-sighted interests to force some plan for private gain into the sanctity of the areas.

Ever so often the complete preservation policy of the park and monument system is threatened by organized minorities who would break through and subvert the national interest for local gain. There is a covetous frequency in many good citizens that has not yet been bred out, and which ignores the rights of others. It causes natural resources to appear valuable only insofar as they can be chopped to pieces for profit. It is a hangover from the Roman holiday of the spoilers who followed our pioneers. It is confused with conservation in the minds of such people and always will be, because they judge public benefit by the measure of their own appetite for material wealth. Conservationists, if we are to have wise and impartial land use, must, therefore, remain prepared to defend and protect public lands against whatever odds are offered.

The foremost threat to the integrity of the national park and monument system in 1938 was the proposal to dam Yellowstone Lake and divert the water through a proposed tunnel in the Continental Divide for irrigation purposes in Idaho. This proposal, if it had been approved, would have meant that practically all the water outflowing from Yellowstone Lake could be sent out through a tunnel at the opposite end of the lake from the natural outlet, leaving Yellowstone Falls and the Yellowstone River—among the most thrilling sights in America—to become artificially shrunken, second-rate displays.

Our parks and monuments would not be so valuable if we did not have to fight for them. Based on the park movement's ideals and practical theories of recreation—ideals and theories that have been proven over and over again by those many millions of park visitors who benefit from and enjoy the system each year—that movement has earned its own great national following.

Many of the areas in the system have undergone notable restoration since their establishment. Uses seriously incompatible with the public recreation purposes to which parks and monuments are dedicated, which existed in many of the areas when they came into the system, have been disinherited and eliminated. In Rocky Mountain National Park, Colo., a good many of the private lands, roads, fences, buildings, etc., have been done away with, and the land restored to its natural state. In Grand Canyon National

Park, Ariz., a number of old roads and structures have been eliminated. At Petrified Forest National Monument, Ariz., considerable private land has been acquired, and old, unsightly buildings, roads, and trails have gone. The same is true in most of the parks and monuments. Unfortunately there is no good way to show how much of this has been done. In fact, the history of restoration and stabilization accomplishment is best argued by the fact that there is little evidence of it to see. This is exactly as it should be, of course, although park workers sometimes wish it were not so well "hidden under a bushel."

As we look back upon some of the nonconformities that have been cleared away from park lands it is certainly apparent that there has been a zealous devotion to planned restoration and preservation of our superlative areas, with reasonable use in mind. The principle is being upheld consistently.

The suggestion has been made that the Service has far overextended itself and become vulnerable by permitting too many roads, hotels, camps—too many developments, in short, in the park system. Much has been heard about this pro and con during the past year.

Experience has shown that as it fosters and secures broader public eagerness for the park movement, it follows that stronger public emphasis is placed upon the need to keep all of the areas free from any extraneous developments. Naturally there are varying degrees of conviction as to what is the right amount of development for a given area. The more people become conservation-minded the more they argue about these things; and parks are, of course, always a good discussion center. Extremists are prone to brand most facilities as unnecessary evils. They are apt to attempt to rationalize on park-development programs on a basis too far short of the fact that the park and monument system is for the enjoyment, as well as the benefit, of the people; and that preservation with use means that we must have some facilities for public accommodation.

There are parks, like Yellowstone, Grand Canyon, Sequoia, and Shenandoah, where a number of roads and other facilities exist. All facts considered, the kind of developments found in them are not unwarranted intrusions, and are needed to produce a thrifty, enjoyable use of the land.

The point frequently overlooked is that the nature of an area itself determines how much development shall take place.

Another matter that should be given clarification in this account has to do with the establishment of new parks and monuments. During the year some fear was expressed that too many areas were being considered for national park or monument status, and that some of them would not measure up to the high scenic and inspirational standards regarded as essential.

The fact is that any area of national importance for park and recreational purposes is a candidate for the system and always has been. The park movement was not big enough, was not well enough organized, until within the last few

years, to undertake the preservation of the national historic areas, the national parkways, the national seashores, and similar types of areas that should be set apart for public inspiration and benefit. Our people, with all their growing practical recreation needs, should not be forced in the future to crowd by the hundreds of thousands into the areas of the system as it stands at present because we are afraid we might dissipate the uniqueness of the national park and monument system by adding more areas.

There is a very careful observance of park standards by all workers in the current program of the Service to locate, appraise, and secure for public benefit all those areas that are nationally of more value for public inspiration than for any other use, such as outstanding stretches of the ocean beaches; nationally important prehistoric and historic sites, objects, and buildings; the finest representative examples of native plant and animal life; the most instructive geological exhibits; and a system of nationally important scenic and historic parkways.

With such a program of conservation thought and action as we have tried to picture briefly in this account, the Service passed its twenty-first birthday year, 1938, confident in the thought that the park movement is a splendid example of national thrift, of the prudent use of those gifts of nature, the parks and monuments, upon which we the people rely for inspiration, recreation, and spiritual growth.

With the foregoing perspective, the following digest of practical accomplishments is given.

#### *Land Projects Completed During the Year*

The Olympic National Park on the Olympic Peninsula, in the State of Washington, as established by the act of Congress approved June 29, is an accomplishment of paramount importance in the field of national park and monument system conservation. Although the project is mentioned elsewhere in this paper, it should, nevertheless, be stated specifically here that the new park includes the areas formerly known as Mount Olympus National Monument, together with certain surrounding lands. The total acreage as the park now stands is 648,000 acres. Under terms of the act the President may increase the size of the park, by proclamation, to a maximum of 898,292 acres. This new national park serves to preserve a portion of the only virgin forest of northwest coast spruce and fir remaining in the country.

Two areas of the Channel Islands group, located off the coast of southern California, were established as the Channel Islands National Monument by Presidential proclamation on April 26. This national monument is unique geologically and biologically, and will be held largely for scientific research reserve purposes.

Fort Laramie, Wyo., has been an important landmark for many years. It was a vital outpost for hunters, traders, trappers, soldiers, and emigrants along the Oregon Trail. By Presidential proclamation, July 16, a tract of some 214 acres of land at the forks of the Laramie and North Platte Rivers, upon which the fort is located, was established a

national monument. The land was purchased by the State of Wyoming and donated to the Federal Government.

On July 14 a Presidential proclamation was issued adding 203,000 acres to Dinosaur National Monument. This area now embraces the most scenic portions of the Green and Yampa Rivers in Colorado and Utah. Most of it is superlative wilderness, practically untouched by man. Many important fossil remains of dinosaurs and other extinct life have been found in the monument, and it is also important geologically, biologically, and scenically.

The boundaries of Chiricahua National Monument in Arizona were extended by Presidential proclamation, issued June 10, to include 6,407 additional acres. The purposes of this addition were to secure a more complete geologic and scenic unity within the area, and to facilitate administration of the monument by straightening and clarifying the boundary line in certain sections.

The boundary of Walnut Canyon National Monument, Ariz., famous for its unusually fine prehistoric cliff dwellings, was enlarged by Presidential proclamation dated September 24. This extension brought the total area of the monument to 1,873 acres, and served to include the monument administrative headquarters site, which was formerly under the jurisdiction of another Federal department, and to add additional important archeologic values.

Black Canyon of the Gunnison National Monument, Colo., was extended by Presidential proclamation on May 16, to include a relatively small amount of land which was donated by the local people in order to facilitate development of a certain section of road and a parking area. This national monument now includes a 10-mile section of the spectacular gorge of the Gunnison River, where it attains its greatest depth, varying from 1,725 to 2,724 feet, with a width of from 1,000 to 2,500 feet.

The Salem Maritime National Historic Site at Salem, Mass., was established by Secretary Ickes through his order of March 17, as authorized under the Historic Sites Act of August 21, 1935. This site includes the old Customs House and a portion of the old pier at Salem, where shipowners flourished commercially long before Boston and New York reached their full importance among the early seaports. The old wharfs are being restored to substantially the same appearance they had during the eighteenth century.

Hopewell Village National Historic Site near Reading, Pa., was established by Secretary Ickes August 3. This interesting site includes one of the first iron foundries in the United States. It operated during the Revolution as a source of supplies and equipment for the colonists.

The establishment of the two national historic sites mentioned above was the first application of the Historic Sites Act of August 21, 1935. Further studies of other possible national historic sites as authorized under the act progressed during the year.

#### *Land Projects Authorized by Congress During the Year*

Hawaii National Park should be extended by the addition

of some 86 square miles in the Kalapana section of the Island of Hawaii. An act approved on June 20, authorizes this extension, which includes 12 miles of especially fine ocean shore line and many historic, archeologic, and scenic values of national caliber. A second act, approved June 25, facilitates the administration of the park by authorizing any United States Commissioner, appointed by the district court of the Territory and residing in such district, to hear cases involving violations of laws or regulations occurring within the limits of the park.

Hot Springs National Park, Ark., may now be extended under terms of an act, approved June 23, to include additional watershed lands essential to the future protection of the famous hot springs, and to facilitate expansion of the recreational use of the park.

The Isle Royale National Park project, Michigan, was brought another step nearer final establishment by an act approved on June 20. This act makes available for park purposes all lands acquired within the park boundary with Federal funds, the original congressional authorization having failed to make such a provision. This national park will reach full establishment as soon as certain pending land purchases are consummated.

Great Smoky Mountains National Park, N. C. and Tenn., was brought closer to completion by the act approved on February 12 (second deficiency appropriations bill for 1938). This act authorizes Federal appropriations sufficient to purchase all remaining non-Federal lands within the approved boundary of the park.

The Saratoga National Historical Park project, Saratoga, N. Y., was authorized to be established by an act approved on June 1. Here it was that General Burgoyne, on October 17, 1777, met defeat at the hands of General Gates, which is considered by historians to have been the actual turning point in the American Revolutionary War, which led to the surrender of the British army at Yorktown.

Colonial National Historical Park, Va., includes Jamestown Island, which is the site of the first permanent English settlement in North America, parts of the city of Williamsburg (privately owned and restored) and Yorktown, where in 1781 the French and Americans besieged and captured Cornwallis' army in the last important battle of the Revolution. An act approved on June 28 authorizes a revision of the boundary of this area to provide for construction of a parkway to join the various separate areas of the park. About 750 acres of land are authorized to be added to the park in addition to the approximately 360 acres necessary for the parkway.

An act approved June 28 authorizes the Secretary of the Interior to expend not to exceed \$25,000 from National Park Service highway funds to match, dollar for dollar, funds to be expended by the State of California, for the purpose of acquiring the privately owned approach toll road to Muir Woods National Monument, Calif. Acquisition of this toll road property will eliminate the existing difficult administrative situation of necessarily having to require

monument visitors using the approach highway to pay toll en route to the area.

The route of the Natchez Trace Parkway now under construction by the National Park Service follows the historically important Indian trail from Nashville, Tenn., through Alabama to Natchez, Miss. An act approved May 16 provides for the administration of this parkway by the Secretary of the Interior. It will, therefore, upon completion, become another unit of the national park and monument system.

An act approved on June 16 authorized the National Park Service to study the parkway possibilities of the old Indian trail and existing highway known as the Oglethorpe Trail with a view toward eventual development on this route to be known as the Oglethorpe National Trail and Parkway. This proposed parkway would extend from Savannah to Augusta on the Georgia side of the Savannah River.

Transfer of the Cape Henry Memorial Site, located in Fort Story, Va., to the United States Department of the Interior, because of its close historical relationship with Colonial National Historical Park, was authorized by act of Congress approved June 15. The colonists who established the first permanent English settlement in America (Jamestown) made their first landing at Cape Henry on April 26, 1607. Three days later they erected a cross to commemorate this event. The site of the original cross is approximately known, and there is now in existence there a granite cross erected by the American Society, Daughters of the American Colonists. It is this small site that is involved in the authorization approved last June.

Two Senate resolutions, Nos. 240 and 250, should be men-

tioned under this heading since they were especially significant of important National Park Service land matters. Resolution No. 240, agreed to by the Senate on June 7, authorized the Senate Committee on Public Lands and Surveys to institute and conduct a thorough investigation of all questions relating to necessity, suitability, and feasibility of changing the status of Petrified Forest National Monument, Ariz., to that of a national park. A sub-committee of the Public Lands and Surveys Committee met at Petrified Forest National Monument in August to carry out the purpose of the resolution. National Park Service officials were present to assist the sub-committee with such testimony as was required. It is expected that the findings of the sub-committee will have an important bearing on selection of national monument areas in the future under provisions of the Act for the Preservation of American Antiquities.

Senate Resolution No. 250, agreed to by the Senate on May 18, authorized and directed the Senate Committee on Public Lands and Surveys to institute and conduct a thorough investigation of all questions relating to the suitability and feasibility of extending the boundaries of the Grand Teton National Park, Wyo. A sub-committee of the Senate Committee on Public Lands and Surveys met at Jackson, Wyo., in August to carry out the purposes of the resolution. National Park Service officials were in attendance and supplied such testimony and other assistance as was required. It is felt that this investigation may lead to a settlement of the proposal which has been under consideration by conservationists throughout the country for a number of years to add approximately 221,610 acres to Grand Teton National Park.

## FEDERAL GRANTS-IN-AID FOR RECREATION

by V. O. KEY, Jr.<sup>1</sup>

DURING THE PAST 5 YEARS an extraordinary growth in the variety and volume of Federal activities in the general field of recreation has occurred. This expansion has largely been in the form of work undertaken cooperatively with State, county, municipal and other local recreational agencies. With Federal emergency funds, State and local governments have been able to make extensive additions to the Nation's recreational plant and to sponsor projects for broadening and enlarging programs of recreational leader-

ship. Workers in the field of recreation, faced by these developments, have been compelled to take stock of the future of recreation in State and local governments. How can the best of the hastily erected structure of recreation functions be permanently maintained and operated? How can it be fitted into the continuing program of governmental functions? What is to be the permanent role of the Federal Government in recreation? Shall the Federal Government gradually withdraw its assistance to State and local governments? If not, what shall be the form and machinery of a permanent program of Federal aid to recreation? The suggestion has been current that a suitable form for a permanent program would be a system of Federal grants to States modeled after the schemes long in successful operation in such fields as highway construction and agricultural exten-

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sion work.<sup>2</sup> An analysis of the problems that would be involved in the establishment of such a permanent program seems to be in order, not in a spirit of advocacy, but to stimulate thought and discussion about the questions concerned. A description of the scope and administrative methods of the newer Federal recreational programs that involve Federal-State or Federal-local cooperation will be followed by an analysis of the questions that would be raised in transmuting these activities into the traditional Federal-aid form.

#### *Recent Federal Relations with State and Local Recreational Agencies*

Approximately 35 administrative units attached to the departments and independent agencies of the Federal Government are engaged in the promotion of 60 to 70 different programs affecting the citizen's use of leisure time, according to a recent statement by the Technical Committee on Recreation of the Interdepartmental Committee to Coordinate Health and Welfare Activities. Such an enumeration, to be sure, conveys an unwarranted impression of administrative dispersion, but it does give an indication of the degree to which Federal agencies, directly or indirectly, are concerned with recreation. The major Federal activities in recreation are concentrated in three or four agencies.

Most of the Federal programs are administered directly by the Federal Government and involve only inconsequential or incidental relationships with State and local recreational agencies. In a few instances, however, State and local recreation work has been furthered as an incident to the operation of Federal grants to the States for some other major purpose. The grants to the States for the support of agricultural extension work have aided in the development of leisure-time activities for farm people, but recreation is by no means the primary objective of extension work. Similarly the grants to the States to aid in forest-fire prevention and the work of the United States Forest Service in encouraging the multiple use of forest lands have aided and stimulated the utilization of the State forests for recreational purposes. The grants to the States for child-welfare services, administered by the Children's Bureau under the Social Security Act, have resulted, among other things, in the encouragement of recreational programs for rural children.

In all these activities the traditional Federal grant-in-aid, defined for the purpose of this discussion as a lump-sum cash payment by the Federal Government to aid in the financing of a specified State-administered program under definite Federal conditions, has been utilized, but in no instance has the promotion of recreation been the basic or predominant objective. Since 1933, however, large sums of Federal funds have been expended in close cooperation with State and local governments for the promotion of recreation.

<sup>2</sup> For studies of the existing system of Federal grants, see V. O. Key, Jr., *The Administration of Federal Grants to States*; H. J. Bittermann, *Federal and State Grants-in-Aid*; Jane Perry Clark, *The Rise of A New Federalism*; A. F. MacDonald, *Federal Aid*.

Generally these programs have not followed the grant-in-aid pattern, but, with the ingenuity born of an emergency, a variety of schemes has been devised for inter-governmental collaboration. In some of the emergency recreation programs the general pattern of administrative relationships has tended to resemble those of the formal Federal grant-in-aid method, but, of course, the emergency work has been lacking in the more definite standards of accomplishment required under the regular grant programs. An account of the more important emergency recreation activities will indicate the nature of the new administrative methods as well as the general objectives of each program.

#### *National Park Service*

Under emergency appropriation acts and various special acts of Congress of the last 5 years the National Park Service, formerly an agency with interests restricted rather narrowly to the administration of the national park system and allied Federal activities, has developed extensive cooperative relationships with State and local park and recreational authorities. The more important of these relationships have revolved around the work of the CCC and emergency relief programs, beginning in 1933, the recreational demonstration area program, inaugurated in 1934, and the Park, Parkway and Recreational-Area Study, authorized in 1936.

The work of CCC personnel in the development and improvement of State parks constitutes in effect a Federal grant to State and other park authorities of the services of the corps, some of the necessary materials and equipment, together with technical supervision. The Service has adopted, as a condition for the assignment of CCC camps to State park work, a set of minimum requirements which have had far-reaching influence on State park organizations. It is required, for example, that there be a legally established agency, such as a department of conservation, State park board or commission, with jurisdiction over the area to be improved; that the agency have various powers including that to acquire property, to develop and maintain park and recreational areas, and to provide competent personnel; that there be a definite method for financing the administration, operation, and maintenance of the park and recreational areas; that the administering agency make adequate provision for the maintenance, operation, and utilization of developments by the CCC; that there be justification for the development of the proposed area; and that a general development program and plan be submitted to the National Park Service along with the application for the CCC camp.<sup>3</sup>

By June 30, 1938, over \$295,000,000 had been expended under the CCC program for the improvement of State parks. The availability of CCC personnel for this work has provided a powerful stimulus to the State park movement.

<sup>3</sup> These requirements now rest on the provision of the Civilian Conservation Corps Act (Public No. 163, 75th Cong.) that no projects shall be undertaken on non-Federal lands "unless adequate provisions are made by the cooperating agencies for the maintenance, operation, and utilization of such projects after completion."

Some States have acquired their first park lands in order to take advantage of the availability of CCC assistance. Other States have extended their holdings. A substantial number of States have created administrative agencies to acquire and maintain parks in order to meet the Federal standards. Twenty-two States have made their initial appropriations for the operation of State park agencies since the inauguration of the CCC program for the improvement of State parks.<sup>4</sup>

The record of the work of the CCC in developing the State parks furnishes diversion for those inclined toward statistics. For example, to June 30, 1938, almost 3,000 miles of firebreaks had been cut. Over 1,200 miles of telephone line had been strung. Truck trails and other minor trails to the extent of over 4,000 miles had been built. One hundred sixty thousand tons of limestone had been quarried. Nearly 400,000 rods of fence had been erected. The story need not be burdened with figures. Suffice it to say that equally impressive data are available showing the accomplishments in the construction of bridges, cabins, dwellings, and lookout towers, the development of water supplies, the building of check dams, the improvement and stocking of streams and reservoirs, the planting of trees, and the results of other phases of park work.<sup>5</sup>

A unique form of Federal-State relationship has been devised by the National Park Service in connection with the development of recreational demonstration areas. From 1934 to 1936 the Service developed these recreational demonstration projects in cooperation with successive Federal land-use planning agencies, with funds allocated to these agencies. Under Executive order of November 14, 1936, the Service was given authority to carry on the acquisition and development of these areas as demonstrations for recreation by direct allocation of emergency relief funds. The Service is acquiring 46 such areas in 24 States and is using relief workers and CCC enrollees to develop the areas and construct camping and day-use facilities. Fifty organized camps were completed in time to be placed in use during the 1938 summer season. It is planned gradually to transfer most of these areas to State agencies for administration and operation after completion of the initial development work. Instead of the customary cash grant-in-aid there will thus be a gift of a going recreational facility.

A third type of relationship between the States and the National Park Service has arisen under the act of Congress of June 23, 1936, authorizing the Park, Parkway and Recreational-Area Study with the objective of developing a plan for coordinated and adequate recreational facilities for the people of the United States. The administrative arrangements under the act have been designed to bring about

<sup>4</sup> For a list of these States, see *1937 Yearbook—Park and Recreation Progress*, p. 17.

<sup>5</sup> During the year ending September 30, 1938, 205 CCC camps and 13 work camps (using relief workers) were employed in the improvement of 325 State park areas with a total acreage of 1,247,268. The National Park Service was also responsible for the technical supervision of CCC work on a smaller number of metropolitan and county parks.

Federal-State collaboration in the conduct of the study in each State. In all save three States the governors have designated established State agencies, such as conservation departments, park commissions, and planning boards, to be responsible for the State's participation in the study. The National Park Service assigns personnel to the studies and most of the States share in the cost in one way or another. Twenty States have contributed funds or personnel specifically for the study, while 17 others have made more limited contributions through the part-time assignment of regular personnel and facilities. In addition, 24 States have sponsored WPA projects to obtain personnel to assist in the State's part of the study. Substantial progress has been made in the preparation of comprehensive plans for well-rounded recreational programs within the limits of the resources of the States. Of interest for the purpose of this discussion is the administrative mechanism of the study which consists essentially of the pooling of Federal and State personnel and facilities, an arrangement quite different from the customary grant-in-aid form.

In addition to the cooperative relationships between the National Park Service and the States under emergency programs, recent legislation has laid the basis for permanent Federal-State collaboration. The Service has built up a staff to furnish technical assistance and advice and to conduct research for the benefit of State park authorities. Aid has been given in the drafting of legislation, the development of administrative organization, program building, the stimulation of community organization, and in planning. An act of 1935, among other things authorized cooperation with State and local authorities in the study and conservation of historic and archeological sites for their scientific and recreational value.

#### *Works Progress Administration*

Parallel to the work of the National Park Service are the emergency activities of the Works Progress Administration which affect recreation. The administrative procedures and practices developed by the Works Progress Administration for carrying on recreation activities are fundamentally the same as those employed by the National Park Service in its CCC work, that is, the assignment of relief and nonrelief personnel to projects meeting Federal requirements sponsored by State and local governmental agencies. The WPA recreational program has included assistance not only for the construction and development of physical facilities but also for the operation of facilities and programs for recreational leadership.

The magnitude of the WPA program for the construction, repair, and development of parks, playgrounds, athletic fields, and other recreational facilities may be inferred from the fact that the estimated total cost of such projects placed in operation from the outset of the program to September 30, 1937, was slightly over one-half billion dollars. During the same period projects covering social and recreational buildings at an estimated total cost of almost \$80,000,000

were placed in operation. Expenditures from Federal and sponsors' funds for these purposes under the earlier Federal Emergency Relief Administration program amounted to about \$175,000,000.

The physical facilities completed range from auditoriums to bathhouses, from golf courses to shuffleboard courts. By October 1, 1937, there had been completed 3,722 recreational buildings including auditoriums, stadiums, gymnasiums, or an average of more than one building to each county in the Nation. During the same period 2,033 recreation buildings were repaired or improved. Work had been completed on 1,335 new athletic fields, 770 parks, 1,107 playgrounds, 1,496 wading pools, 387 swimming pools, 3,076 tennis courts, and 103 golf courses. These items by no means exhaust the list but they serve to give a notion of the size and variety of the program.

In the construction of park and other recreational facilities the WPA has dealt primarily with the cities. Almost four-fifths of the estimated total cost of such projects placed in operation through August 31, 1937, was accounted for by municipal projects. County projects made up another 10 percent. State projects, although estimated to cost almost \$30,000,000, constituted less than 10 percent of the total.

In addition to aiding in the development of the recreation plant, the WPA has fostered an ambitious program to furnish supervision and leadership in the use of facilities. Obviously the maximum benefit from the recreation system can be obtained only with supervision, and early in the relief programs public recreation projects were begun. This work was expanded into a large-scale demonstration program after the inception of the WPA in 1935. The work has been definitely for the purpose of stimulating recreation programs and to bring about their institution or expansion as regular local governmental services. The program is not inaugurated in any community without assurance of local support and interest, which is usually expressed through the formation of a local recreation council representing the various organizations and interest in recreation. The council serves as a means for organizing local interest in recreation, advising on the use of WPA staff, and as the spearhead of efforts for the achievement of the final objective of the program, the transformation of emergency projects into regular community services.

The recreation projects, in operation in every State except Maine, are generally sponsored by the State department of education or the State university with the participating units of local government as cosponsors. Special requirements of the WPA must be met to secure assistance. If a swimming program is included, for example, the facilities must meet specified health and safety standards, lifeguards must possess certain qualifications, and other stated conditions must be met. All phases of the program must conform with certain general recreation policies of the WPA as well as the over-all regulations governing all parts of the works program.

The scope of the program is broad, including provision for leadership and supervision in connection with crafts and

visual arts, music, drama, sports and athletics, children's play center activities, dancing, and other desirable leisure-time activities. The estimated total cost of recreation projects placed in operation through September 30, 1937, was over \$76,000,000. In August 1937 about 26,000 persons were employed on these projects and during the summer of 1938 this figure climbed above 39,000. The number of emergency recreation leaders and supervisors thus was at least equal to the number paid from State and local funds. A survey covering 1 week of the summer of 1938 indicated that the public devoted 16,500,000 hours to participation in recreational activities supervised by WPA workers, or the equivalent of 1 hour each for one-eighth of the total population.<sup>6</sup>

The program represents an effort to use work-relief expenditures in such a way as to leave a permanent result in the form of a vital program operating under State and local auspices. It has brought supervised recreation into many communities where it had not existed before. It has stimulated the appropriation of local funds for this purpose and in some States indirectly brought about the passage of legislation authorizing municipalities, for the first time, to perform this function. Another permanent result of the program has been the new and improved skills of thousands of workers given training in recreation leadership through special institutes and other methods of instruction used by the WPA.

#### *Other Federal Agencies*

In addition to the National Park Service and the Works Progress Administration several other Federal agencies have participated in relationships with the States under emergency programs with some bearing on recreation. Using administrative arrangements similar to those of the WPA, State and local governmental sponsors have been enabled to develop projects for the construction and repair of recreational facilities and for recreational leadership under the National Youth Administration. In October 1937 about 29,000 youth were assigned to projects of these kinds.<sup>7</sup> The Forest Service has aided in the development of State forests through the assignment of CCC personnel. The Public Works Administration has shared in the financing of local recreation construction through grants and loans, but this has constituted an extremely small part of the entire PWA program. The Biological Survey and the Bureau of Fisheries carry on cooperative relations with a variety of local agencies.

#### *Problems of Grants-in-Aid*

The emergency programs have resulted in a network of relationships between Federal, State, and local recreational authorities. Impressive additions to the recreation plant of the States and localities have been made; the staff for

<sup>6</sup> Works Progress Administration, *Leisure-Time Leadership WPA Recreation Projects* (March 1938, lithoprinted).

<sup>7</sup> See P. O. Johnson and O. L. Harvey, *The National Youth Administration* (Staff Study No. 13, Advisory Committee on Education).

the leadership and supervision of recreational programs has been greatly expanded. These ends have been accomplished through Federal assistance although not in the technical form of the grant-in-aid. What of the future? "The question is," says a leader in the field of recreation, "as Federal subsidies dry up, can the present expanded plant and program be operated with a shrunken 'regular' personnel? Will public demand be strong enough to increase local appropriations sufficiently to make up the threatened shrinkage in programs?"<sup>8</sup>

It has been the habit of writers on Federal grants to consider them as a means for stimulating State and local action. But viewed realistically they are a means for jointly supporting a governmental activity deemed to be in the public interest. Grants are rarely discontinued and seldom reduced. If recreation activities are to be continued at a level approaching that maintained at the present for the country as a whole, it seems obvious that there will have to be Federal financial assistance in one form or another. The question is not whether public demand will be strong enough to increase local appropriations to make up for any shrinkage in Federal funds. In a great many States and cities the revenues are simply not available because of the way in which our tax revenues happen to be divided between the Federal and State governments. Moreover, the advocates of recreation may point out that the existence of a large number of Federal grants which must be matched by State appropriations makes it quite difficult for State recreation agencies to secure funds in competition with State departments receiving Federal grants requiring matching. There is some equity in the contention that if the Federal Government aids some State functions, it should aid all. The objective here is to analyze some of the questions that would have to be settled if those responsible for the making of policy should decide upon a system of grants to the States to aid in the support of recreational activities.

For what types of recreational activity would Federal assistance be given? Two broad purposes are readily identifiable: grants for capital outlay such as the acquisition and improvement of property for recreational use, or for current operation and administration. The grant to be used solely for capital outlays would place the entire responsibility for raising revenue for operation and maintenance on the States. This type of grant has been used for highway construction. So long as there is an annual grant for capital purposes there is leverage in the hands of State departments to secure State legislative support for operation and maintenance. From a cursory inquiry into the problem it seems likely that a grant for capital purposes alone would result in inadequate expenditures for operation and maintenance. When it is considered that the total budgets including both capital outlays and current expenses for 16 State park systems for the fiscal year 1938 were less than \$30,000 each,

the slenderness of the support for operation and maintenance may be realized.

Apart from the issue of grants for capital or current purposes there is the question of what type of recreation should be aided. Conceivably there might be a grant solely for the acquisition, development, and operation of children's play centers. Or the grant might be for State park purposes alone. Or there might be a series of special grants for each of these and other similar purposes. If a broad program of recreation is to be supported, what specific activities shall it include? Shall wildlife activities, for example, be included? These questions require careful consideration in order that certain errors of other Federal grant statutes may be avoided. At times Federal aid has been extended to narrowly defined fields of activity. This has reduced flexibility and occasionally encouraged an inclination by administrative officials at both levels of government to lean on a narrow statutory prop rather than to attempt to analyze new problems and situations and adapt their programs to meet them. A Federal-aid statute is extremely difficult to amend since changes involve the interests of all the States as well as the Federal Government; hence, the first step must be taken with great care. Probably the wisest course would be a broad definition of the purposes for which Federal aid would be extended. Within these limits more detailed plans for each State could be worked out by agreement between interested Federal and State administrative officials in order to vary the emphasis on particular phases of recreation to fit the peculiar needs of each area. To be successful the program must be flexible; public, no less than commercial, recreation must be adaptable to the desires of its constituency.

What Federal agency should be assigned the task of administering grants for recreation? Of course, no single agency could be charged with the administration of all Federal grants affecting recreation. In those cases in which recreation is in a way a byproduct, such as in agricultural extension work, the grant-administering function must be performed by a nonrecreational agency. A serious issue remains, however, after excluding those agencies in which recreation is only a peripheral function. Should the Biological Survey and the Bureau of Fisheries deal with the State fish and game agencies? The National Park Service with State park agencies? A special recreation agency, corresponding to the WPA Division of Recreation, with State services concerned with recreational leadership and supervision?

The selection of a Federal agency to administer grants for recreation obviously depends in part on what is meant by recreation. The Technical Committee on Recreation of the Interdepartmental Committee to Coordinate Health and Welfare Activities has suggested the creation of a permanent bureau of recreation to be attached to a proposed Federal department of public welfare. Among other things the bureau would "disburse grants-in-aid for purposes of recreational experimentation, stimulation, and

<sup>8</sup> W. W. Pangburn, *Recreation to the Fore in American Cities*, *National Municipal Review*, September 1938, p. 448.

equalization (of opportunity) to the various States and communities." The proposal is not elaborated; possibly grants for all types of recreation could be made by such a bureau which could rely on other specialized Federal agencies for technical advice and assistance in dealing with the States but such an arrangement would be novel. Perhaps there would be some advantage to the creation of separate grants for different phases of recreation to be administered by different Federal agencies, yet such an arrangement would reduce the flexibility of the program in the States since the available resources would be rigidly allocated to the various aspects of recreation in a uniform way from State to State. The designation and development of the Federal unit to administer grants is not simply a matter of the symmetry of the governmental structure. Whatever agency has the function will project its recreation policies throughout the Nation. It is important, therefore, that the designated agency possess or develop a tradition and personnel in harmony with the predominant needs in recreation.

The machinery for the administration of recreation within the States creates unique problems for the establishment of grants-in-aid machinery. In the traditional pattern a grant is made to a State agency which may in turn make grants to, and supervise the work of, local agencies. Thus old-age assistance grants may be made to a State department of public welfare which handles all the details of disbursements to county agencies dealing directly with the needy aged. The machinery constitutes a Federal-State-local hierarchy. Machinery of this sort is not available within the States on which a Federal-grant program could be erected. The State park agencies do not generally have well-established relationships of supervision and leadership of local recreation agencies as exist, for example, between State and local departments of education. The State park agencies and the municipal recreation authorities have largely followed separate paths. In a sense the bifurcation has been pushed upward into the Federal Government since the National Park Service has dealt mainly with the State park authorities, the WPA, primarily with the municipalities.

Two alternatives, at least, are open. To the State park agencies might be added administrative units corresponding to those of the State WPA organizations for the supervision of recreation work in the localities. Then in one State agency there would be machinery for the conduct of the present State park programs and for the channeling of Federal funds down to local recreation agencies. Some such organization would correspond to customary Federal-aid practices but there would be difficulties. Recreation is in large degree an urban problem; municipal expenditures exceed those of the States for these purposes manyfold and even the users of State parks are predominantly nonfarm people. If the objective is to create machinery to reach the places where public recreation has been developed, and is probably needed, to the greatest degree, that machinery

must be in touch with and responsive to urban needs. The State governments, informed observers agree, are not as sensitive to urban problems as they might well be. This need not be said in reproach; the situation is merely a product of historical forces. In view of these considerations it is possible that there might be some need for Federal grants to be made directly by the Federal Government both to States and localities rather than channeling all the funds through some State agency. Such an arrangement would cause a loss of some of the advantages of the customary form of grant since the Federal agency in dealing with numerous local units would have to perform much detailed work that would otherwise be devolved upon the States. Moreover, such a scheme would necessitate the creation of machinery to coordinate the development of State and local recreation programs both with each other and with related State policies, such as those concerning forestry. A third alternative, of course, would be to have two State recreation agencies; the existing park agencies and others to aid local recreation programs.<sup>9</sup>

A final major problem is that of the apportionment of Federal funds among the States. Assume, for example, an annual Federal appropriation of \$20,000,000 for grants. What kind of scheme would be necessary for its equitable division among the States? Under the older grant legislation Federal funds are frequently allocated among the States according to the distribution of population or some class of the population. It is doubtful if such a simple formula would actually treat the States equitably in the case of recreation. For example, if a State has within its borders national parks and recreational facilities well developed in forests maintained by direct Federal expenditures, that State probably should not be treated as liberally in grant policy as a State whose people must depend almost solely on facilities operated and supported by the State and local governments. This and other factors would have to be given consideration. The data being accumulated in the Park, Parkway, and Recreational-Area Study should furnish the basis for the formulation of an equitable policy. There is the collateral question of the degree to which the States should be required to match the Federal grants from State or local funds. Consideration would probably need to be given to the relative fiscal capacities of the States in adopting a policy on this question.<sup>10</sup>

The formulation of a grant program would require consideration of other issues, but the foregoing are some of the more significant ones. Of course, it may very well be asked, why have a system of grants at all? Why not continue the present scheme in which there are a number of

<sup>9</sup> In a sense the present position of the State park authorities resembles that of municipal park departments at an earlier stage in their development. In many cities park agencies failed to broaden their programs to meet the needs of the public and parallel recreation commissions were established.

<sup>10</sup> See the discussion of this problem in the Report of the Advisory Committee on Education. Those interested in grants for recreation will find valuable suggestions in this document.

grantlike arrangements between Federal and State and local agencies? The present practices are on a highly uncertain basis because a large proportion of Federal assistance is being provided through emergency or semipermanent agencies. This administrative and financial uncertainty has its effects on the workings of the programs.

Moreover, a regular grant, through its greater emphasis on State and local administration and responsibility, would gradually weave into the fabric of State and local governments a strong recreation structure. In that way recreation can be founded on a stronger, more stable and more permanent basis.

## FEES AND CHARGES STUDY

by JAMES B. WILLIAMS, *Park and Recreation Planning Consultant*  
and IAN FORBES, *Recreation Planning Consultant, National Park Service*

ONE OF THE ELEMENTS of park administration which has been most vigorously discussed at meetings of park executives is the subject of fees and charges for various facilities and services. This subject has many ramifications. It affects the public directly and sometimes acutely in its use of the recreational opportunities offered and consequently its attitude toward the department. It also requires adjustments in personnel and procedure in the departmental organization. The effect of any policy or practice on immediate or ultimate appropriations and the status of the department as a public service are likewise involved.

It is therefore evident that first of all a clear concept of the function and purpose of a park department should be determined and clearly stated. There is at present no unanimity on this point and it is not likely that there will be. Second, a policy should be formulated which will contribute most successfully to the achievement of the determined function or purpose. The application of this policy in practice as related to specific facilities or services will be affected by many considerations, among which are the nature of the activity or service; the cost of constructing the required facilities and their operation and maintenance; and the proportion of the people which they will serve.

While these questions have always been before park administrators the recent expansion of facilities and areas, due largely to Federal emergency programs, has aroused a more acute interest in finding sources of income to provide for their maintenance and operation.

In order to approach this question in a thoroughly practicable and thoughtful manner the executive committee of the American Institute of Park Executives, at a meeting in Chicago in January 1938, appointed a committee to devise plans for a study of fees and charges and methods for its execution.

In projecting the study the committee voted to seek the cooperation of the National Park Service. This Service had already given some thought to the subject of fees and charges as related to the administration of State parks, and agreed to participate in a Nation-wide study with the

understanding that State park systems would be considered. Accordingly, the scope of the study was broadened to include such systems. It was likewise felt that the committee should have the benefit of the experience and leadership of the National Recreation Association in the formulation of the policies and plans for the study. That association agreed to help in any way it could and a member of its staff was appointed to collaborate with the National Park Service personnel in initiating the study.

In May a meeting of representatives of the three interested agencies was held in the Washington office of the National Park Service to determine plans and policies. At this meeting the following decisions were made and later approved by the committee of the American Institute of Park Executives:

1. The purpose of the study should be to secure information basic to the formulation of a policy of fees and charges, rather than mere statements of the schedules of fees and charges for facilities and activities now in practice in various communities. That is, the committee took the position that the study should seek to determine desirable principles and practices for fees and charges which would be applicable to the park and recreation movement as a whole.

2. That a comprehensive form for securing all desirable information and data was most important.

3. That the personal interview method would be necessary in order to insure accurate and complete reports on the forms.

The National Park Service agreed to assume the major responsibility for organizing and conducting the study and for preparing, tabulating, assembling, and interpreting the data for the final report.

In connection with their other duties, members of the staff of each of the four regions of the National Park Service were designated to assist in the study under the general direction of the Washington office, where all the data is being assembled for study and final reporting.

Much thought was given to the preparation of a carefully selected list of park and recreation authorities. It was

finally decided to include in the list 186 municipal, 50 State, and 35 county and metropolitan agencies, a total of 291, widely distributed throughout the country, and 14 in Canada. Forms were printed by the National Park Service, and early in July one copy was sent to each park and recreation agency with letters from the Director of the National Park Service and from the chairman of the committee of the American Institute of Park Executives, together with other material, giving details regarding the study and the procedure that would be followed in filling in the blank form.

The study has for the first time pooled information on this subject and experience from municipal, metropolitan, and State park systems in the United States and Canada.

One hundred and sixty-five reports have been received in the Washington office to date. These have all been reviewed and the information is being tabulated.

While it is impossible and undesirable to draw conclusions before these tabulations are carefully analyzed, it is evident

from a review of the reports so far received that there is sufficient similarity in fees and charges made by various departments to determine accepted practices. This refers to the activities and facilities charged for and to a lesser extent the rate of charge.

We find that few of the departments reporting have formulated a definite policy based upon a conscious appraisal of the considerations involved. However, the care with which those questions have been answered which relate to the principles underlying any policy in this regard indicates that future practices will be based more upon principle than upon exigency.

As might be expected, the information received as a result of this effort will be useful in studying many other problems related to park and recreation administration and financing.

The report will be ready for publication early in 1939. Copies will be distributed to all those departments which have participated in the study and to others upon request.

## PUBLIC PARTICIPATION IN PARK WORK

by PEARL CHASE<sup>1</sup>

VOLUMES might be compiled on this subject. Here it is only possible to suggest some of the methods by which individuals and civic organizations have contributed, and can participate in the acquisition, development, protection, and enjoyment of our great National and State park systems. Their efforts are particularly valuable in three important phases of park work—acquisition, preservation, and appreciation.

### *Nonpolitical Control*

The greatest service the general public can render is to protect the parks from the politicians or political influence. How? By helping to establish and maintain the park systems on a nonpolitical and nonpartisan basis; by placing in authority over park systems commissioners with long staggered terms, so that they may formulate policies for the benefit of the greatest number over a period of years; develop a competent, well-trained personnel; and more successfully resist pressure from selfish and local interests than can elected officials. This applies particularly to States, counties, and cities. In the Federal Government the effort should be to support the highest possible standards of park policy and to see that the National Park Service shall

continue to be administered by carefully selected and highly trained civil-service employees, with the aid and advice of specialists in the varied fields of its activity. During 21 years of astonishing growth (1917-38) the National Park Service has enjoyed continuity of policy under three directors and freedom from political influence and control. That five presidents from Woodrow Wilson to Franklin D. Roosevelt and seven Secretaries of the Interior from Franklin K. Lane to Harold L. Ickes have approved and supported this freedom from political interference shows how the great conservation program of the National Park Service touched their imaginations and their hearts and why the high standard of Service personnel has been maintained through the years. This example should strengthen and encourage friends of parks and conservationists everywhere to work for and demand for their State and local parks adequately trained staffs free of political control.

### *Group Action*

The park movement all over this country has benefited by the support of many disinterested groups. Societies of mountaineers, naturalists and conservationists, historical societies, garden clubs and women's clubs are among those which have devoted some time and attention to park affairs. Chambers of commerce and local booster organizations have at times been very helpful. Foundations and departments of universities and scientific societies have assisted

<sup>1</sup> Chairman of the Plans and Planting Committee of the Community Arts Association of Santa Barbara, Calif.; member of the Garden Club of America and the State Garden Club Federation of California; member of the American Planning and Civic Association and member and former director of the National Conference on State Parks. Miss Chase describes herself as "a volunteer civic worker."

in making constructive studies. The varied contributions of all of these organizations has been very great. They can continue to render a valuable public service if they will study, comment on, criticize and defend our park policies and work for their best interests through the years.

Leaders of national, State and local organizations, with a special interest in the conservation of natural resources, recreation or education, should hear both sides of controversial issues before participating in pressure drives upon legislators or the National Park Service. They should try to meet park administrators and should be sure that they are supporting the most unselfish, balanced and constructive program, and are not demanding the sacrifice of values that ought to be preserved for future generations. They should aid the Park Service in resisting local or specialized demands for commercial use of park lands or waters and for improvements such as the construction of artificial facilities in advance of proved need and the assurance of funds for proper maintenance.

This does not mean that all those who have a "stake" in park development would advocate improper measures—quite the contrary—though it is important for aggressive civic leaders to know about where special interest and public policy divide.

#### *Good Manners—An Educational Program*

Something which all these leaders and organizations can and should do is to help train and guide park users, so that they will see and enjoy the parks without unnecessarily destroying natural values. Good manners, the consideration and care for public and private property and the rights and feelings of others, can be taught and demonstrated all the time, everywhere.

Parks, camps, playgrounds and schools are recognized as the places where the public, young and old, should be on their best behavior. The efforts of the supervisors of all these areas to train those with whom they are in contact should supplement each other.

Park authorities have proved thousands of times that the public instantly recognizes and, almost invariably, respects and cooperates with efforts to maintain a high standard of beauty, order and cleanliness. The study of the best means, both subtle and not so subtle, of encouraging public participation in this management division of park work presents a fascinating phase of mob psychology. It should be profitable from both the economic and conservation standpoint.

#### *Citizen Cooperation*

Citizens have cooperated with the National Park Service in various capacities. No other bureau has so persistently sought and willingly received the advice of specialists on technical matters and the opinion of public spirited citizens as to policies affecting the general public.

Individuals have furthered park legislation, donated land, equipment and money; educators, scientists (including botanists, geologists and archaeologists), architects, land-

scape architects, engineers, mountaineers, foresters and recreation specialists have been consulted. Some of them have served as "collaborators," others on the few official advisory boards established for different parks and for the system as a whole.

These advisory boards, consisting ordinarily of about three men, serve with little or no pay while actually engaged on the work, but receive their expenses. They bring to the parks a wealth of experience in various fields of activity, all of them closely related to national park functions.

The problems of the service program, of park "development," the handling of visitors, and the preservation of national park ideals, are presented to them. A board not only considers the specific points presented but discusses and analyzes any of the related activities that they wish in order to solve the problems under consideration. Its activities cover the general lay-out of roads, buildings, recreational areas, and other types of "development" which might mar the physical characteristics of the area in question or the general national park atmosphere, if not properly handled. The advice of the board is usually of great assistance, particularly when opinions of park technicians are at variance as to the best possible solution of a difficult question.

The men who are given a "collaborator" status are usually citizens of wide experience, with great interest in national park affairs. They are invited to review, study and advise on specific problems as they arise. They receive no pay but are given expenses while actually engaged in park work. Their assistance has proved of great value to the National Park Service and the public.

Citizen participation in connection with specific problems is also obtained unofficially from individuals and groups. As the National Park Service endeavors to work with the communities near the parks, the superintendents, regional directors and others often find it advantageous to consult persons or organizations who have indicated a willingness to work with them. As a result of such conferences a better mutual understanding has been reached, and a clear realization of the necessity for balancing what a few think is to the best interests of the community against what will benefit the people of the whole country.

Organizations interested in the welfare of our parks can well foster harmony between park administrators and their neighbors out-of-bounds and particularly by aiding in the careful planning of outlying areas, for along the approaches to our great playgrounds is scattered a stream of dollars. These approaches will best serve the parks and those who serve the tourists if they are placed under such restrictions as will provide the maximum number and the highest possible quality of service in the most pleasing environment.

#### *Cooperation of Service Agencies*

Park concessions, owned by private individuals or corporations, operate under contracts with the Secretary of the Interior, who promulgates the regulations covering their

activities. Too little recognition has apparently been given by the public of the double function which park concessioners fill. Before they can consider their own pecuniary interest they must represent the park authorities as well as the touring citizen. Many millions of dollars have been invested in tourist accommodations, facilities and services by corporations and private individuals. It has been said that "the surface has only been scratched in making a success in this interesting and fruitful field of endeavor. The great aim of all should be to keep down travel costs while at the same time raising the quality of service."

Officers of railroad and bus lines have distributed valuable printed material concerning the parks and developed special facilities to serve their visitors. Oil companies and National and State automobile clubs have prepared maps which have been widely used by recreationists. Writers in newspapers and magazines, authors of books of various kinds, and the radio have helped tremendously in bringing to the attention of the people the opportunities open to them in the great National and State recreational areas.

#### *National Organizations Aid Parks*

There are a number of organizations which, over a period of years, have deserved and earned widespread commendation for their constructive approach to National and State park problems. Through them, much has been accomplished of importance and benefit to park work.

The American Planning and Civic Association is outstanding in this group. As the American Civic Association, its officers worked for years for the passage of the legislation which established the National Park Service. Ever since it has provided a friendly means of intercourse and exchange of experiences between men and women interested in parks, both in and out of Government service, and it has helped the public to keep in touch with and better understand the problems connected with their administration and preservation. It has made important studies, arranged many formal conferences in different parts of the country as well as informal travel meetings, has published and distributed conference papers and valuable information and suggestions gathered from widely scattered sources. It has kept close watch, and quickly reported to its members, on legislation affecting National and State parks as well as other related civic activities of outstanding interest.

This organization has also joined with our National, regional, and State planning groups in fostering interest in land planning. They have all emphasized the importance of properly correlating National and State parks with the other important recreational areas such as the national forests and county parks, of protecting the appearance of the roadsides of highways leading to recreation areas, of providing adequate transportation facilities and attractive and comfortable tourist accommodations on routes leading from population centers.

The American Planning and Civic Association has received the support and represents the interest in our park

systems of civic leaders in every State. In recognition of the value of its service to the public it has received substantial contributions from great foundations. Its publications, American Planning and Civic Annual, and Planning and Civic Comment, contain valuable evidence concerning the growth of our National and State park systems and of the improving methods of approach to their problems.

The National Conference on State Parks was organized in 1921 to bring together the leaders in that movement in order to define the purpose, character, and quality of State parks; to help develop practical methods of administration and maintenance; and to urge the acquisition of additional land and water areas by National, State and county governments and nongovernmental agencies until there shall be public parks, forests, and preserves within easy access of all citizens of the United States. It is also proposed to educate citizens of our country in the values and uses of recreational areas.

The reports of the National Conference on State Parks are included in the publications of the American Planning and Civic Association with which it is closely allied.

Always the State park movement has been encouraged by the Directors of the National Park Service who maintained that well-selected, well-managed State parks served to supplement and relieve the pressure on the larger but widely scattered national parks and monuments.

#### *National Cooperation with State and Local Units*

There was a steady growth in the acquisition of State lands up until 1933, then the establishment of the CCC and later the passage of the act which authorized the National Park Service to supervise the use of Federal funds for the development of parks belonging to all political subdivisions stimulated to an astonishing degree the building up of State and local systems through the cooperation, as usual, of both public and private agencies.

The Park, Parkway and Recreation Study Act of June 23, 1936 (49 Stat. 1894) recognized the importance and made possible a Nation-wide study of public park, parkway and recreational area systems and programs. It provided that through the National Park Service the States and other Federal agencies could join in the study and formulation of plans for a national recreational policy. For the first time, direct channels have been provided for the expression of local needs to Federal agencies. All States and agencies are sure to benefit from the study and planning program in proportion to their active participation. The citizens and officials serving on the study committees in the States are both contributing to and benefiting from the work.

The Park Planning Act should result in making all the disinterested efforts of public and private agencies more effective. It will not make them unnecessary.

#### *State and Local Organizations*

The organization of special committees or associations has preceded the establishment of many national parks and that of State systems of parks and forests, or of special

areas belonging to them. The general purpose has been to help meet the requirements necessary in order to accomplish their different objectives. The activities of these special groups have usually been (1) to secure public support, (2) to secure contributions of land or purchase money, (3) to support necessary legislation, and (4) to help remove local obstacles to the creation of park areas.

Sometimes it has taken years to complete acquisition proceedings. The patience and persistence of the volunteer leaders of these associations has only been matched by the generosity of many property owners and public spirited citizens, and the hard work of park officials.

Some of the organizations were created to acquire, hold, and administer park and forest lands, refuges for wildlife and historic sites for the benefit of the people and they continue to hold them. The tendency on the Atlantic seaboard is strongly marked while on the Pacific coast the Federal and State administration of great areas is taken for granted and, on the whole, heartily approved.

An outstanding example of the administration of private land for public use is that of the trustees of public reservations in Massachusetts where, between 1891 and 1936, 33 reservations, totaling about 11,000 acres, were acquired by private gifts and opened to the public under a State charter which provides that the lands are tax exempt.

Another illustration should be given, that of one organization which has been of the greatest importance in developing a State park system in California. The Save-the-Redwoods League has devised a program of such unique appeal and interest that gifts have been made to it from many persons outside of the State. The league recognized that the Federal Government had protected the Sequoia Gigantea in the four national parks situated along the ridge of the wonderful Sierra Nevada Mountains. The league has preserved and given to the State land covered with the wonderful Coast Redwood trees, *Sequoia Sempervirens*, the cost of which was \$3,250,000. This, with the matching money provided by the State bond issue, brought the total to over \$6,000,000, which purchased 30,000 acres.<sup>2</sup> In addition, the league, has successfully accomplished related projects which added 3,746 acres with a value of \$992,000 to the State parks.

#### *Advisory Committees and Park Pitfalls*

In describing the establishment of Point Lobos Reserve, a remarkable unit of the California State park system, Newton B. Drury brilliantly stated the reasons for appointing an advisory committee whose members included scientists of national repute in every field in which the property could be studied. It was the committee's duty to present a master plan which, if followed, would "keep at a high level of per-

<sup>2</sup> This represents three-sevenths of the total cost of the great California State park system, but does not include the value of improvements made by the CCC. The California State park system includes 70 varied units from a fraction of an acre in an historic site to more than half a million acres in a desert park. It supplements the 4 national parks and 8 monuments and the 18 national forests, which alone include one-fifth of the State's area.

fection the unique natural conditions upon which the greatest values of Point Lobos depend in order to make these permanently available for the enjoyment, education, and inspiration of the public."

The question with this, as with other park properties, was "What to do—or not to do—in a democracy, in order to perpetuate for the public of today and tomorrow, in undiminished freshness, the perishable qualities of its own property?

"That was the delicate problem to which the advisory committee addressed itself. Observing trends elsewhere in the same field, it determined to escape if possible some pitfalls into which others had fallen, to avoid some fetishes that had been set up in the administration of public lands; to resist the pressure of *scenic showmanship* which measures success in revenue or attendance; of *recreational enthusiasm*, which considers that piece of level land wasted which is not teeming with citizens engaged in healthful and innocent outdoor sports, regardless of their appropriateness to the site; of *virtuosity*, the aim of which is to 'gild the lily' or remake nature's design in keeping with the preconceived notions of well-meaning individuals or groups, for the glory of themselves and their technique—or merely to satisfy an itch to monkey with the landscape; of *make-work projects*, exulting in new-found resources, more designed for expenditure of money than expenditure of thought; of that *democracy complex* which holds that if a piece of property belongs to the public, they have an inalienable and limitless right to use it, even if they use it up.

"Extreme as some of these things sound, they all represent tendencies that have lessened the real value of public properties grouped loosely under the term of 'parks'; not through any lack of efficiency in operation, but largely because of the absence of a clear-cut realization of policy and purpose."<sup>3</sup>

Each new project presents different problems and requires the advice and services of people with different training and experience. So some State park commissions have also adopted the practice of appointing advisory committees to assist in formulating policies and advising the commission on matters which they have little time to consider in detail.

Such a committee was appointed in connection with the rebuilding of the La Purisima Mission establishment in California. The committee met frequently with National and State park officials in charge of the work, and from time to time presented recommendations as to procedures which might be followed. As was expected, there was a series of "discoveries." New factors had to be figured every little while. Independent discussion of problems as they arose proved helpful to executives and the State commission. Such a relationship can be useful in many ways, but always the advisory committee should understand the limitations of its service and be willing to remain as an adviser and not as a decider.

<sup>3</sup> Point Lobos Reserve, *American Forests*, July 1938. Mr. Drury is secretary of Save-the-Redwoods League and acquisition agent for the California State Park Commission.

### *The Reward—The Challenge*

Those who visit our National and State parks should realize more clearly than they do something of the great number of individuals and organizations which have helped make them what they are, of the amount of cooperation of legislatures and other governmental bureaus necessary, of the years of devoted service, and the brain and brawn employed to preserve for the citizens of today and tomorrow these areas "for continual use for recreational, scientific, and inspirational purposes." The idea which has stirred the imagination of the thousands who volunteered their aid in park work, is that of conservation—the belief that through the establishment of parks the areas we love

and admire would be preserved, areas of the greatest possible scenic and historic interest and recreational value, the natural habitat of rare plant and animal life. The hope too, that millions of people would gain strength and enjoyment from their use. For those who have participated, the great results obtained are reward enough.

And yet, when we see the small number riding and walking the trails, and the rolling tide of human beings rushing through park after park, ornamenting windshield and baggage with a series of gay stickers, we are again reminded of our Lincoln's sad comment, "What the people love, they also destroy," and we again resolve that we shall *both* use our parks *and* protect their beauty and special charm.

There is still work to be done for the parks.

## THE AKRON METROPOLITAN PARK SYSTEM

by H. S. WAGNER, *Director Secretary, Akron Metropolitan Park District*

IN SUCH A PERIOD AS THIS when the attention of all public officials is focused on the construction of many forms of public works, it is not surprising to find that the pressing problems of park administrators also are in this same category. Inadequate returns from local taxes have forced land-acquisition programs into temporary discard. Maintenance budgets are, in most cases, pared down to admittedly inadequate proportions. Meanwhile such funds as are normally allocated to new construction are amplified, in local park system budgets, for the purpose of meeting prescribed requirements for local participation under the several work programs. That these conditions have resulted in the dangerous unbalancing of local park budgets, few will deny. A solution of the dilemma which seems to grow more difficult with the arrival of each new budget year seems more and more remote.

Such statements as these are not new, but there may be something of value in their repetition, and it is hoped that continuous study of our own affairs, as well as a knowledge of the experiences of other agencies, may offer a few hints which, put into practice, may lead to the correction of those ills, to a more sound, a more permanent plan of operation of all public park facilities.

Park boards which have had the privilege of building a system or a single park from a standing start, and have struggled through enabling legislation, founding, land acquisition, development, and actual operation, have felt at each stage of the program that each new phase of their problem was successively more difficult. The passage of new and, to the legislative bodies, idealistic laws is ever difficult. The acquirement of selected areas never fails to engender worthy opposition, but the interest of many, as

opposed to the rights of a few people, always triumphs.

Development is bound to be expensive, and as the property problem diminishes in stature, construction, in all its ramifications, serves to replace it in importance. Yet, if we are to consult the deans of the park superintendents on the subject, there will be a universal agreement that operation is the most difficult feature of all. Being difficult, it must of necessity be important; it is most closely associated with actual use. Operation should attract the attention and study of the cream of the expanding army of men and women who find in public parks their life work. More attention must be paid to that phase of our problem. There are many indications that we approach a crisis in park affairs. It will pass when recognition of the premier importance of maintenance ceases to be just an idea, when maintenance rises to its proper status in the budget, after the prior portions of the program have been keyed to the never-ending business of carrying on.

Theories have led to a number of practices in the Metropolitan Park District of Akron, Ohio, some of which offer themselves to the attention of the park-operating fraternity as a whole. Although the district embraces nearly all of Summit County, it may, for purposes of comparison, be considered as metropolitan or county rather than city or State in character. However, there is little doubt about the close similarity of all these park types. In certain details even the national parks cannot fail to find some advantage through acquaintance with the administration of any park, even though that may arise from abstinence rather than example.

Approaching from another angle, some attention to the relative rates of growth of the several types of park endeavor



LEFT: Giant Redwoods and their rich growth, in the north coast region of California. State parks include 30,000 acres encompassing such stands, which cost more than \$6,000,000. Individuals and clubs contributed \$3,000,000 through the Save-the-Redwoods League. There is heavy local pressure to widen and straighten this section of U. S. Route No. 101, now a high-speed highway. *{Photo by Moulin.}*



BELOW: "The greatest meeting of land and water in the world," said Francis M. McComas, painter, of Point Lobos Reserve, California. Preservation of this notable site was made possible by the devoted labor of members of an association formed for that purpose. They raised sufficient money from individual contributions to match State funds for purchase of the property, and, with the Save-the-Redwoods League and the Carnegie Institution of Washington, contributed money for an exhaustive scientific study by an advisory committee of experts. The preparation of a detailed master plan. These efforts are a splendid example of intelligent citizen participation in park work. *{Photo by Schoeb.}*



Winter recreation in Virginia Kendall State Park. These chutes drop 70 feet in 300 feet to lake ice. They are covered with about  $\frac{1}{16}$  of an inch of ice only, water being sprayed on at temperatures of 17 degrees or less. Due to the comparatively high temperature of 25 to 30 degrees at the time this picture was made, one chute was protected against thaw by a covering of special paper in order to make it available for night use. *{Photo courtesy of Akron Metropolitan Park Board.}*



Summer use of Virginia Kendall State Park. Water ranks among the most popular park facilities for recreation. Both sand and turf are used on the beaches of various parks. *{Photo courtesy of Akron Metropolitan Park Board.}*

is in order. The present status of parks which are in the hands of the lesser political subdivisions, and the State, in Ohio, cannot vary radically from that in the other States. In Ohio, there is a marked trend towards greater use of the newer parks, those which may be distinguished from areas established by cities within their own borders, by a more natural, a less artificial appearance, and a tendency to permit, yes, even to encourage the participation of men, women, and children in play of their own inspiration. There must be no mistake, it is not even implied in the slightest degree that city parks and playgrounds do not have as important a place in our public affairs, in our modern society, if you please, as they have enjoyed up to this time. On the other hand, there is open recognition of the greater beneficial influences of such open spaces today than ever before. There can be nothing of competition between these most readily accessible breathing spots and the broader acreages in the open countryside, which are now attracting the patronage of more people of all ages, from all walks of life. The trend continues toward the country type of park; even as the average age of our people increases, as the population curve flattens, and we approach, or seem to at least, a state of affairs in which we become a nation of adults. County, metropolitan, State, and national parks do stand on one common ground; they do provide for, they do attract, more adults. For that reason it may be assumed that their separate problems cannot be strictly segregated and classified. On the contrary, this seems to provide a true factor of similarity. After all has been said of conservation, in its narrowest or broadest meaning, the most isolated park administrator knows, without even having whispered it to himself, that his only reason for being is so to conduct his portion of the public's park affairs as to make possible better opportunities for the spiritual, mental, and physical well-being of the race.

Enough of that. From a start based on an initial holding of a fraction of an acre, the bequest of a farmer on the edge of the city of Akron, to the Daughters of the American Revolution, as a site for a historical marker, in the year 1924, an embryo system has been acquired which now embraces over 2,000 acres of country parks, in five separate reservations. Only a small part of this acreage was purchased. Gifts, large and small, made prior to the inception of the work programs, provided a basis for the erection of the system. This fact is made more fascinating when it is followed by another to the end that these gifts were, without exception, so located as to conform to a general plan for the system which was drawn by Olmsted Brothers in 1926. Tenders of land which did not fit into that broad plan, and which could not be fitted into any reasonable adjustment of it, have been refused. Fact is that, without exception, nothing more than ineffectively small, isolated tracts of land have thus failed to be included in the system.

Early development began when enough of the 600 acres of Sand Run Reservation was acquired to make possible that step in the building of Summit County's first country park.

Situated partly within the corporate limits of the city of Akron, there was an immediate response on the part of the public when the first element of the park was opened for use. A short piece of road, a portion of the present four-and-a-half mile long parkway which traverses the length of the reservation, was built and a parking place designated. A number of picnic tables and benches, outdoor ovens and rubbish baskets were installed on the fringe of an open meadow. A short trail of modest character was built in a loop from the border of the meadow through the adjacent ravine, over a ridge and back again by way of another ravine. Fuel, in the form of kindling cut from dead and down timber, was provided gratis and on the first double holiday (it happened on a Fourth of July falling on a Sunday), a waiting public, without a word of advance notice, came and enjoyed themselves at the expense of a virgin countryside and five cords of kindling wood. In a few weeks the outdoor picnic, built around the use of a picnic stove and table, all in apple pie order each day at dawn, became a new inducement to spend time out of doors in a public park. Ten years later the picnic remains as the principal activity in all Akron metropolitan parks.

Acquisition of other areas went on from 1929 to 1933, along with the development of additional facilities. At no time was it ever possible to keep abreast of the demand. At Sand Run four additional play fields were prepared, and in each case the automobile was provided for in the fashion which is accepted today. As a necessary evil, it was accorded as inconspicuous a place as possible, regimented in minimum spaces. A durable stucco cabin used by the earlier private owner was rehabilitated and made accessible by a spur road from the parkway. From the beginning, and because its location and use did not permit of its being properly used by unorganized groups of people, this cabin and its immediate surroundings has been made available for the use of clubs and family reunions on a fee basis. The last of the play and picnic spaces, to accommodate 75 automobile loads of people, was placed at the end of another short spur from the parkway. This permits the closing off of the entire area during the days when there are sufficient free picnic facilities elsewhere in the area. At the same time, this type of development lends itself to group use on a fee basis on the "off" days of the week.

By means of this sketchy narrative of the development of Sand Run Reservation it is intended to indicate something of the background which has been established and used in the subsequent improvement of other metropolitan parks. There are always plenty of places to picnic where the surroundings are attractive and there is no fee for anything. As a result of the promised careless waste of free kindling, the sale of wood and charcoal was instituted before the area was a year old. Natural wood charcoal is sold at standard prices. The bundled wood, produced from windfalls, is finding less favor as the using public familiarizes itself with the two types of fuel. Sale of fuel on a commission basis by an attendant, one of that great army of men

who have been relegated to the discard by advancing age, does return a small profit. More than that, it prevents the abuse and destruction of live trees and shrubs, as well as the disturbance of fallen and decaying trunks which are of more value to the life of the woods than as fuel. There is, of course, a growing sense of fairness on the part of the park-using public, since they pay for that which only they consume. It should be stated here that, in several small picnic places in two reservations where use does not justify a fuel salesman, wood is supplied free, stacked at each oven side.

As far as the picnic unit is concerned, it remains today substantially as it was originally, with some adjustments. The combination table and bench accommodates eight people. Although the normal average group includes four or five people, the great American habit of overloading the picnic table with twice as much food as is consumed seems to justify its size. The table is anchored to a log dead-man by a piece of case-hardened chain; anything less invites experimenting with pliers out of automobiles. More permanent anchoring seems to be too expensive, for the tables are shifted periodically to offset the wearing out process. Each table has its own oven nearby. This simple gadget, provoking as it has, enough discussion among park men to account for a full 5-foot shelf itself, will not be mentioned here except to have our vote as a most necessary feature. An oven just big and efficient enough for the use of a group of eight people is found at every picnic table, and, of course, there is a light weight rubbish basket. No attempt is made to anchor this basket, since the more securely it is attached to post or hook, the more difficult it is also for the clean-up crew to empty. Right here it should be said that the wooden tables are regularly scoured and from day to day all evidences of abuse by way of carving or otherwise are completely removed. No bad examples being present, it is our experience that this sort of damage is continuing downward to the vanishing point. A complete clean-up is made shortly after sunup each day. On Sundays and holidays the picnic areas are in prime condition for the breakfast crowds, clean-up being executed by an augmented crew which goes to work with the birds. The same type of picnic unit—table, oven, and rubbish burner—is used in all areas.

On Sundays and holidays all picnic areas are open for general use. No permits are issued since it is apparent that family and small-group use is so formidable as to require every last facility. Large groups are not excluded, however, but it seems to be in the public interest to meet the requirements of many small groups on full leisure-time days, as against the somewhat more restricted use of large groups. It is recognized that were it possible for the district to supply special areas for large group use on Sundays and holidays, it would be well to do that. Fact is, that one park alone met the demands of over 30,000 picnickers on both double holidays of 1938, and there was no single group of more than 40 or 50 people. The same group of areas which serve the Sunday crowds free of charge are adjusted during

the week to part free and part fee facilities by the simple process of closing surplus features which are not required for free use, and holding them open for paid permit holders. Thus maintenance costs are reduced, since activities are more confined during the week. No opportunities are denied to anyone, areas are rested, and some income is derived.

In this field of exploration in park operation, that of fees and charges, actual experience shows that the using public accepts it heartily in principle and asks for more. It cannot be denied that the payer of fees is, almost without exception, the most staunch friend of the parks. That is elementary.

Three reservations at Goodyear Heights, the Cuyahoga River Gorge, and Furnace Run are undergoing development on a feeling-out basis. Use mounts each season and there are playfields and picnic places, shelters and sanitary facilities, trails and unbroken hardwood forests as varied as can be found in this part of the country.

Virginia Kendall State Park, State owned and administered by the local park board, has now risen to the place of greatest importance since it was acquired in 1933. An area of 430 acres, 10 miles from Akron and 20 from Cleveland, it embraces ledges of Sharon conglomerate sandstone, a first rate hardwood forest of 200 acres, two playfields and a man-made lake, 13 acres in extent. All development has been carried out in cooperation with the National Park Service through the CCC. A dozen years before Capt. Hayward H. Kendall bequeathed the park to the public in memory of his mother, the Olmsted survey had stressed the advisability of creating a metropolitan park on the site. During the summer of 1933 an aerial mosaic was made and a general plan for the development of the area was drawn. The plan recognized the strategic location of the original area and its growing importance in the future, for 40 percent of the population of the State, over 2 million people, can reach the park in an hour or less by automobile, driving 35 miles or less. Thousands of acres of wooded ravines and submarginal uplands surround it on all sides, offering promise of expansion. Early construction provided a playfield on the high plateau above the ledges, 20 acres of rugged turf entirely encircled by mature hardwoods, provides the principal attraction. There is a rambling shelter of chestnut timber and stone, both materials garnered from native sources; the chestnut being salvaged from the park itself, after having been killed by the blight and the Berea sandstone taken from a quarry owned by the district. The picnic equipment is disposed about the edges of the field, and just inside the woods' fringe. The devastating effect of the pounding of feet on the clay soil at the roots of our forest trees denies any chance of placing picnic tables in the woods.

At either end of the playfield, which is about 1,800 feet long, there are pairs of tight pit latrines. Here again a practice which now approaches a standard is evident. It does not appear to be at all practical to install water flush toilets in clay soil and where maximum use is confined to 5 or 6 months in the year. Over a period of 15 years this

feature of country parks has undergone constant study, and just now as we are constructing additional latrines, interior improvements of minor importance are being made, although in exterior appearance some 30 latrines in the 5 areas are quite alike. It has been observed that the major mistake in the construction of sanitary buildings in country parks is common to an overwhelming majority of all such structures. Although many installations prove in operation to be wholly satisfactory from the standpoint of a modern public, most of the pit latrines and many buildings where flush toilets and electric lights are installed are provided with insufficient light. Failure to provide natural light in these important structures results not only in dissatisfaction; it causes tremendous drains on the maintenance budget. Adequate cross-ventilation and wholesale admission of natural light into sanitary buildings is not only free, it is criminal not to use it.

The parking areas serving this first playfield are two in number, both at the end of a half-mile spur from the county highway. During the week one area is chained off, to be opened only when the other space is filled, on Sundays and holidays. The trench and mound method is used to divide the whole parking space into lanes. The mounds are of such dimensions as to permit no contact of bumpers of the machines on opposite sides of the mound. The trenches serve to align the cars, keeping the drive behind the cars open for moving vehicles. There is no walk between the adjacent lanes of machines. Since nearly all automobiles have their storage space in the rear, passengers leave their cars, go to the rear and unload their equipment and walk in the drive, opposing the one-way traffic. People will not use a narrow walk in front of their cars. They invariably travel along the wider space which in this case has already been established for the vehicles. Walks between adjacent rows of cars merely make it necessary to utilize additional and valuable space; they waste it. These parking areas can be patrolled on peak-load days with a minimum of man power; more low-cost maintenance.

One portion of the shelter is open, without sash or screen. A section adjoining is of stone and can be heated by two fireplaces in the spring, fall, and winter. Attached to this room there is a concession, operated by the district, selling packaged goods only, soft drinks, ice cream and candy bars, and fuel. A word as to shelters, for it is quite apparent that there is widespread difference of opinion about this adjunct, one of the most expensive in our parks. We believe that a shelter is just that. It is what Mr. Webster calls "a place of protection, a refuge." It is not a dining hall and no picnic tables are found within any of our shelters in the picnic season. To install tables in shelters is to provide unnecessary accommodations for a few at the expense of many. It must be readily admitted that, in the first place, parks bring their greatest benefits to those who appreciate the value of open air and sunlight. More than that, I know of no park agency with money enough to

accommodate all their picnickers indoors. Again the habits of our people are such that when they are rained out on a picnic or hike they promptly leave the park for other recreation elsewhere. We do provide shelters for emergency protection against storms and in the off season as a place to gather for warmth, at the beginning or end of a hike. We believe that this interpretation of the function of a park shelter leads to less expensive maintenance also. Nothing less than trial will convince.

During the past year a second playfield and picnic area has been completed, with like facilities in every way. This does not mean that our parks are cut to a pattern at all, for the variety that Nature has bestowed has been retained. Our adjustments of the landscape have been, at least it is our hope, of minor consequence. The shelter at this last area is octagonal in shape, its rafters joining at the center like the ribs of an umbrella. Wings extend from two sides and opposite the wings there are two large fire-places, leaving every other one of the eight sides open, without sash or screen, in summer. For winter use, portable glass and wood sections are installed and a basement heater takes off the winter chill. Four other park shelters in other park areas are likewise adapted to year-round use through the employment of portable sections.

At the waterfront there is a bathhouse with open dressing rooms, in the lower story of which, at the level of the beach, is a summer shelter for nonbathers. This stone floored section is adjusted for winter use of skaters by installing a sectional wood floor. A large fireplace in the broad side of the room, which is 16 by 28 and has an 8-foot ceiling, seems to fully meet the requirements of skaters and others who come in just to warm up. Three sides of the room are walled in, and the fourth, broad side, has one large and two small openings without doors. There are no seats or benches in the shelter, for the express purpose of keeping the winter sports enthusiasts on the move. In addition to skating and skiing there are two iced toboggan chutes. These chutes fall 70 feet in 300 and provide sufficient momentum to carry the toboggans across 1,200 feet of ice on the lake. In January 1938, 22,000 people participated in the activities at this point, without accident. Our summer experiences at the waterfront have attracted widespread use, growing larger every year since the opening in 1935. Part sand and part turf beaches have been in use over that period, but the decided preference of the bathers is for fine turf and when the 1939 season opens, turf will replace all but a small area to be left in sand for the children. Bathers seem to have become landlubbers, and sun-bathing seems to have more and more friends. The beach is held open until 1 p. m. on all weekdays except holidays, for the exclusive use of organized groups of children who are transported from 1 day camp in the park and three nearby camps which are conducted for children of low-income families. Each organization supplies its own accredited lifeguards. From 1 p. m. to sunset the waterfront is open for general use every day in the

season. Children are admitted free at all times and all bathers are so admitted on Monday, Tuesday, and Thursday. On the other 4 days, including the holidays, there is a uniform admission fee of 10 cents. There is an additional uniform charge of 10 cents to everyone using the dressing rooms and checking. In the first year of use, 90 percent of the patrons came dressed for bathing. In 1938 the situation had almost completely reversed itself and now 80 percent of the bathers use the dressing rooms. The rule which prohibits changing of clothes in automobiles or sanitary buildings is rigidly enforced. The bathhouse is so designed as to permit of one-man operation on weekdays. On peak-load days with several thousand people using the bathhouse in a 4-hour period—there are no electric floodlights for night use—four attendants handle the checking and sale of packaged soft drinks and candy without a moment's delay for anyone. In the past season all costs, including supervision, were balanced by receipts from the fees collected. The fee system seems to be justified when the high cost of plant, chemicals, guards, and attendants is considered. Not only are high costs offset by collecting fees, but the part free, part pay system does spread the use over the free days when it would otherwise drop to a very low point. By collecting fees part of the time it becomes possible to operate on exactly the same basis on the free days. Operation and maintenance of the bathhouse itself is kept at a minimum, since there are no dingy dressing and check rooms to be artificially lighted and ventilated. The dressing enclosures, being open to the sun and the checkroom being skylighted and well ventilated, there is no bathhouse odor at any time.

Perhaps no feature of Virginia Kendall State Park is so firmly entrenched in the hearts of the boys and girls of the district than is the day camp, Happy Days. In 1938, for the fifth consecutive year, an old farm house and a 20x40 wall tent has been used to shelter groups of children overnight. In connection with the operation of its city playgrounds the Akron Recreation Commission and the Board of Education cooperate with the Metropolitan Park Board in conducting this activity. The park board supplies the plant. The playground supervisors present the opportunity to go to camp to the boys and girls, under 16 years of age. With the written consent of their parents, groups of boys or girls are scheduled on definite days. They bring with them bedding and nonperishable food for three meals. Both of these requirements on the child may seem too unreasonable, for a single day's sojourn in the country, but experience shows that really underprivileged children have as much fun preparing for the trip as they do on the day in the park. There is no fee or charge and we have yet to find any boy or girl who failed to make the trip because his parents could not supply bedding and food.

At 9 o'clock in the morning, the group, generally 50 or more youngsters, leaves in a school bus for the park. Since all the boys or girls come from one neighborhood they are all familiar with one another. In a half hour they arrive at the park where they are given a number which corresponds with the wire basket in which they place their food, and assigned a cot for their bedding. Program for the day is the business of the camp supervisor, man or woman, who has assistance recently supplied through the Works Progress Administration. Each group manages to get at least two experiences at the waterfront and there are impromptu games and hikes. The only difficulty that is ever encountered arises out of the consumption of all food at the first meal. After spending the night at camp the children gather their effects together in order to return to their homes with the bus which brings the next contingent. This program has resulted in a first exposure to a country park, a first night away from home for more city children than all other camping experiments carried on in our area. Two thousand children spent a day at Happy Days camp in the summer of 1938. Next season a new building will greet the campers. Providing space for 60 or more children, the new structure has a single dormitory 50 x 100 in size. Excellent cross-ventilation is provided and this room is designed to meet the demand for an indoor play place during inclement weather when cots will be stacked in an adjacent storage room. There is a kitchen for food preparation; this anticipates a change of program to provide a 2- or 3-day vacation. There is a screened dining porch and modern sanitary conveniences. Although the wisdom of consolidating all service features in one building has been questioned by many camping authorities, these statements are intended to attract further attention in the hope that interested administrators may keep one eye on its operation in the future.

Plans for this new camp building were studied for over a year. The experience of 5 years of operation of a make-shift camp are embodied in it as it nears completion. Needless to say, we have constantly watched for the outcropping of details which foreboded high maintenance and operation costs and done our best to eliminate them.

Having gone this far, it is our hope that it has been possible for us to do our bit toward a clearer understanding of the importance of designing and building parks which may live long as a result of high grade operation and maintenance at minimum costs. There are ways and means of dealing with the problem of diminishing tax returns to be spent for the seemingly dull details of park-keeping as distinguished from building. The importance of securing and allocating additional funds is not to be discounted, but there is no need to bewail the delay of such a millenium.

# A COMPARATIVE STUDY OF STATE PARK LEGISLATION

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THE BASIS OF THIS DISCUSSION is the accompanying tabulation, which presents in graphic form the provisions of the various State park laws. This chart shows certain accepted principles in State park legislation, but also indicates a wide variance in the powers of the administering agencies. Some of this variance is due to constitutional limitations in the several States and some to particular conditions in those States which influence legislation. Omissions of necessary features in many laws, however, are, no doubt, the result of the lack of an organized body of information on this subject and it is hoped that this material will be helpful in framing future legislation.

It is recognized that it is neither possible nor desirable to secure a uniform body of laws applicable to each State. Legislation should be adapted to meet particular situations. However, it has been found through experience that certain fundamental provisions are necessary for the successful functioning of a State park system.

Legislation for State parks has received much attention since 1920, during which time 36 of the present primary organizations administering the various park systems have been established, 22 of which have been inaugurated in their present form since 1930. The beginnings of the movement, however, go back to 1865, when Congress granted to California the Yosemite Valley and the Mariposa Grove of Big Trees for State park purposes; and in the 1880's New York, Minnesota, and Connecticut established their first State parks.

Massachusetts made some important contributions to early legislation. The Massachusetts Bay Colony in 1641 decreed by ordinance that great ponds—bodies of water over 10 acres in extent—be forever open to the public for fishing and fowling.

In 1870 a law was passed authorizing the appointment of a Board of Park Commissioners, consisting of four members appointed by the Governor and four by the city of Boston with the power to locate in or near the city of Boston for the "recreation, health, and benefit of the people," one or more public parks. This law provided for cooperation between the State and local communities for the acquisition, administration, and financing of these parks. This cooperative relationship has persisted and applies also to the Department of Conservation, created in 1919, in its park and recreation activities.

Most legislation establishing park departments emphasizes recreation as the primary objective. Some laws, however, fail to state a functional objective and simply refer to the administration of certain types of areas.

There is considerable variety both in the types of ad-

ministrative authority charged with the responsibility for State parks and in the designations of such departments. The most characteristic type of unified administration in the eastern section of the country is the conservation department or commission and west of the Mississippi the park board or commission is predominant. A forest department or commission is the primary agency for the administration of State parks in eight States, while a department charged with dual responsibility for parks and another phase of conservation, such as forestry or game and fish, has jurisdiction in four States. Other types of administrative authority are: the Historical Society in North Dakota, Highway Department in Oregon, Departments of Public Works in Illinois and Idaho, and the Board of Land Commissioners in Montana. Arizona is the only State which has passed no legislation in the interest of State parks.

In many States, forestry and game and fish departments are authorized to acquire areas for recreational purposes supplementing the function of the primary agency. In some States, however, there is no recognized primary agency in this field but the administration of State parks is divided between two or more agencies. South Dakota, Maine, New Jersey, Texas, and Michigan have one or more individual areas under the jurisdiction of independent boards with no administrative relationship to a central park and recreation authority.

The administering body for State parks is generally a board or commission of 5 or 7 members though in some cases as few as 3 or as many as 13 are specified. In a few States, the administering agent is a commissioner appointed by the Governor, with or without confirmation by the legislature, in which case sometimes a group of citizens officially appointed, serve as an advisory board. Such a board is often provided for when the administration of State parks is under a division of a Conservation Department. On practically all boards certain officials of the State Government are *ex officio* members, the number generally being one or two but in extreme cases they comprise the entire personnel of the board. In some instances it is provided that one or more *ex-officio* member hold certain offices on that board. In few instances are professional qualifications, applicable to State park and recreation responsibilities, prescribed for the executive in charge of State parks. Recent legislation has introduced some qualifications but generally they are inadequate.

It is a general provision of State park laws that lands may be acquired for State park purposes by purchase or gift; however, only 9 States are empowered to acquire land by tax reversion, 33 by the power of eminent domain, and 16

by the designation of State land. A number of State departments have specific authority to acquire lands by exchange and a few may issue bonds for such purposes.

By virtue of their establishment as an agency of the State Government all State park authorities may receive and expend appropriations, but a number of them do not have specific power to determine and collect fees and charges for various services. Most of the States have authority to accept gifts in support of their State park system and provision is made in 18 States for the establishment of trust funds as endowments for their State park systems or for individual areas. About half of the States have authority partially to finance their systems through the sale of products which generally include forest products, sand and gravel, minerals, etc.

The rental and sale of lands and receipts from fines and forfeitures are other sources of income, and in a few States the administering authorities have the power to borrow money. Only 11 States do not have the power to lease facilities and all but 16 may grant concessions. With few exceptions the State park departments may make rules and regulations and have police authority to enforce them.

Although the Massachusetts law of 1870 provided for cooperation between the State and its civil divisions in establishing and administering parks, subsequent legislation for many years gave insufficient attention to such desirable provisions. In recent legislation, however, there is a definite trend in the interest of cooperative arrangements among all governmental units in the acquisition, maintenance, exchange and transfer of lands. Three States have general and inclusive powers to cooperate with other States, five with local governments, seven with the Federal Government, six with other departments and three with private persons. Only four additional States may acquire land in cooperation with other States and only seven other States may maintain recreational areas under such a cooperative arrangement. In addition to those having general powers, 21 States may acquire and 16 may maintain land in cooperation with the Federal Government and 17 may acquire and 12 maintain recreational areas in conjunction with local governments. Other cooperative powers occur infrequently.

#### *Principles of State Park Legislation*

The preceding discussion is a summary of the factual data revealed by the chart. In the discussion to follow, certain principles will be set forth which should be considered in framing legislation.

#### *Objectives*

The objectives of the State park departments are well expressed in some of the enabling legislation. Michigan, for instance, sets forth the purpose of its Department of Conservation as it relates to parks as follows: "to acquire, maintain, and make available for the free use of the public, open spaces for recreation"; in Virginia legislation, the pur-

pose stated is: "to acquire areas of scenic beauty, recreational utility, historic interest, etc., to be preserved for the use, health, education and pleasure of the people." The Arkansas law expressed it thus: "to select and acquire areas of natural features, scenic beauty and historical interest; promote health and pleasure through education and recreation." Some laws, on the other hand, simply provide for the acquisition, control and management of State parks and parkways without defining their objectives. It is of primary importance that the objective for which the department is created be clearly set forth in the enabling legislation.

#### *Status of Department*

The provision of parks and recreation is of such importance to the public interest and the technique of development and operation is so specialized that it should be recognized as a primary function of the State government, coordinate with other major services. If the administration of State parks is established as an independent department under a board or commission it should have the status of other major departments. On the other hand if their administration is organized as a division of a conservation department, it should be on a correlative basis with such functions as forestry, fish, game, etc.

#### *Integration of State Park Administration*

The administration of State parks should be unified into a State-wide system in the interest of economy as well as in the interest of achieving the best results in serving the people. It is desirable that each park should be so organized that support can be built up for that particular area and for the park movement as a whole and a commission with responsibility for a particular area can be effective in this direction. However, such commissions should be closely integrated with the Central State Park authority in order that they may have the benefit of the best leadership available to the State and so that their services may be coordinated and expanded through comprehensive planning.

#### *Organization*

*Board or Commission.* In common with other services which have to do with the human aspects of government the park program should have a standing independent of any political considerations and should have the guidance of outstanding public-spirited citizens. Whether the governing body is an independent agency or a division of a conservation department, a board or commission is preferable to the executive type of authority. Five to seven members usually constitute an efficient working body.

*General Powers.* This body should determine the policies of the department, should select the chief and upon recommendation of this executive, the heads of all divisions. It should also have power to make and enforce rules and regulations for the government of its own employees and especially for the protection, care, and use of the areas it administers.

*Term of Office.* The term of office of the board members should be at least 5 years and should be staggered so that not more than one may go out of office at one time. This will assure continuity of service by satisfactory employed personnel and will facilitate long-range planning.

*Qualifications.* The board should be selected with a view to representation for all sections of the State and because of the understanding and demonstrated interest of its members in parks and recreation.

*Ex-Officio Members.* While it is recognized that in some cases it is expedient to have ex-officio members on the board, on the whole it is not a desirable practice for the following reasons:

1. The work in connection with parks and recreation is so important that it should be the primary official interest of those serving on the board or commission.

2. The work requires the enthusiasm of lay people whose motivation is a sincere interest in the movement.

3. Public officials have absorbing tasks in connection with their primary responsibilities and are generally unable to give the park and recreation work the time and attention it deserves.

4. Ex-officio members tend to dominate the board.

Where it is considered necessary to have ex-officio members on the board it is preferable that they be nonvoting members.

*Advisory Boards.* In lieu of the board or commission, the administration of State parks may be provided for by the establishment of a department with a commissioner responsible directly to the Governor or as a major division of a department of conservation with or without a supervisory board. In case no supervisory board is provided for, provision should be made for citizenship participation by the appointment of a central advisory board, and regional or district boards. These latter would have responsibility for the furtherance of the State park movement in a definite section of the State. As previously stated, boards or commissions with responsibility for each park can be of inestimable value.

*The Executive.* *Qualifications.*—The executive of a conservation department should be required to have demonstrated his administrative ability and to have had training in one or more of the phases of service administered by the department.

The director of park and recreation services should have demonstrated executive ability, and actual experience and training in the conduct of park and recreation systems involving both physical development and program. These qualifications should be embodied in the enabling legislation.

#### *Financing*

Since parks and recreation constitute a public service, emphasis should be placed upon appropriations from the State treasury as a basic means of support. The department should have authority to make charges for special services, the income from which might be made available for park purposes. The department should also have authority to conduct and operate such services as are necessary for the comfort and convenience of the public. It is desirable, if possible, to secure support through a special tax. This has proved a satisfactory method of financing in many cities and metropolitan areas and in a few States. Provision should be made also for the acceptance of gifts and the establishment of trust funds through which areas may be secured and developed and the program enriched.

#### *Land Acquisition*

The law should permit the department to acquire real property by every possible means. This includes purchase, gift, tax reversion, devise, eminent domain, lease, designation of State land, appropriation, or otherwise. "Real property" should be defined to include land under water as well as uplands, and all other property commonly or legally defined as real property.

It is absolutely necessary in working out a properly distributed system of areas that the State should have the power to take land by eminent domain, subject to the availability of funds. The procedure varies in different States where park departments or conservation departments have this power. It is often found that where the State must sue for possession the courts approve an exorbitant price. It has been found in several States that the procedure of entry and appropriation whereby the State deposits the appraised value of the land with a court and immediately enters upon the land and develops it, is more satisfactory. This method avoids unnecessary delay, simplifies the litigation and usually results in a more equitable award.

#### *Power to Cooperate*

There should be provision for the cooperation of the State with all its civil divisions, with the Federal Government, and with private persons in the acquisition, maintenance, exchange, and transfer of areas and their operation, in order that all parts of the State may be adequately served in the most efficient and economic manner and so that the State system may take advantage of Federal planning for recreation. This will also enable the State park authority to establish more satisfactory functional arrangements with local park agencies and with the Federal Government.

State	Administering agency: P=Primary State park authority; S=Subordinate agency; C=Correlative agency	Date established	Number on board	How selected Appointed by Governor Confirmed by Senate Ex officio members	Qualifications for board membership	Term of office in years	Remuneration for official duties; E=Expenses; S=Salary	Administration		Executive	
								Purposes			
Ala.	State Commission of Forestry (P). (Provision for parks)	1923 1927	7 5	Appointed by Governor Confirmed by Senate Ex officio members	3 practical lumbermen; 2 farmers (land owners). Establish, develop, and maintain State parks and parkways.	(1) 5	E E	Regarding recreation Establish, develop, and maintain State parks and parkways.	Other duties	Title of— State Forester	Qualifications Technically trained in forestry and 2 years experience in technical and administrative work.
Ariz.	No State park enabling law.										
Ark.	State Park Commission (P). State Forestry Commission (C). Provision for public recreation.	1937 1931 1935	5 X 6 3 3		Residents and qualified electors.	5	E	All parks heretofore or hereafter acquired by the State shall forever be reserved and maintained for the use and enjoyment of the public. Set aside State-owned land suitable for public recreation.	Forestry, nurseries, experimental stations.	Director Secretary State Forester	Executive ability, experience, and special training, skill and interest in park and recreation matters.
Calif.	Department of Natural Resources, Division of Parks (P). State Park Commission (S). Fish and Game Commission (S). (Within Department of Natural Resources.) Department of Public Works (C).	1927 1927 1933	5 X 5 X 3 X			(1) 6	E E	Administer and develop State park system for use and enjoyment of the public. Game conservation; establish public shooting grounds.	Forestry Forestry	Director Chief	
Colo.	State Park Board	1937	3	3				Acquire property for parks adjoining or near State highways.	Culture and support of trees to improve highways.		
Conn.	State Park and Forest Commission (P). Forest and Wildlife Commission (C).	1918 1925	6 X X 1		State Park and Forest Commission and State Board of Fisheries and Game.	6	E	To supervise all State lands acquired for public recreation; natural beauty historic association. Establish public shooting and fishing or recreation grounds.	Administer forestry laws. Game conservation; forestry; fisheries.	Superintendent	Executive ability, experience, and training in recreational matters.
Del.	State Forestry Department (P). Board of Game and Fish Commissioners (C). State Park Commission (C).	1927 — 1937	5 4 — 5 X	1	Not more than 2 may be of same political party. Interest in conservation and recreation.	8 — 5	E	Acquire and supervise State forest parks, public hunting grounds, public recreation areas. Establish grounds for public hunting, fishing, camping, and recreation. Protect scenic historic, scientific prehistoric and wild life resources of the State and to make them available for public use and enjoyment.	Administer forestry laws. Game and fish conservation.	State Forester Not provided for	

See footnotes at end of table.

Administration—Contd.		Powers and duties												Special provisions				
Method of financing		Land acquisition						Operation			Cooperative powers			State planning board	Restrictive	Enabling		
		Purchase	Gift	Tax reversion	Deivate	Eminent domain	Lease	Designation of State land	Other means	Development of areas	General maintenance	Leasing of facilities	Granting of concessions	Disposition of operating income	× = General power; A = Acquisition; M = Maintenance; E = Exchange; and T = Transfer of areas with—			
General appropriation																		
X	X																	
Fees and charges																		
Trust funds																		
Gifts																		
Sale of products																		
Other means		Other means						Other means			Other means			Other means			Other means	
Fines and forfeitures; loans.		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Vacancies on commission filled by remaining members.	
Loans, contract.		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		
Exchange		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Sell products — proceeds to State treasury.	To appoint local and regional recreational councils.
do		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		
Contract, sale of bonds.		X	X	X	X	X	X	X	X	X	A	A	A	A	X		Grants easements for highways; may close areas to camping.	Controls state burial grounds; controls development of highways within parks.
Dedication		X	X	X	X	X	X	X	X	X	A	A	A	A	X			
Otherwise		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Board consists of members of State Board of Land Commissioners.	Appoint advisory local and regional recreational councils.
Exchange		X	X	X	X	X	X	X	X	X	M	M	M	M	X		May erect military monuments; oversee Indians; acquire animals for free exhibition purposes.	State Forester or Board of Fisheries and Game may repair or construct dams or make other improvements.
Fines and penalties.		X	X	X	X	X	X	X	X	X	A	A	A	A	X		Not more than 10 percent of money appropriated for land may be used for improvement.	
Fines and forfeitures.		X	X	X	X	X	X	X	X	X								
Any other		X	X	X	X	X	X	X	X	X							To make studies in cooperation with other agencies.	

STATE PARK LAWS

			Administration								Executive			
			How selected				Qualifications for board membership		Term of office in years	Remuneration for official duties; E = Expenses; S = Salary	Purposes			
State	Administering agency: P = Primary State park authority; S = Subordinate agency; C = Correlative agency	Date established	Number on board	Appointed by Governor	Confirmed by Senate	Ex officio members	Qualifications for board membership	Qualifications for board membership			Regarding recreation	Other duties	Title of—	Qualifications
Fla.	Board of Forestry (P)---	1927	5	X					4	E	Acquisition of lands suitable for public parks. Preservation of lands of natural beauty, historic interest, suitable for public parks; acquiring, developing, and administering Florida State parks in cooperation with the National Park Service.	Administer fore- stry laws.	State Forester Director	Certification by National Park Service.
	Florida Park Service (under Board of Forestry) (S).	1935									Acquire lands and waters suitable for hunting.			
	Board of Conservation (C).	1933	7			7					In promoting conservation and development of natural resources and their more profitable use.	Administration of conservation agencies, cooperation with Federal agencies.	Commissioner	
Ga.	Department of Natural Resources.	1937									To control and manage State park systems.	Director	3 years, experience in recreational development work-training optional.	
	Division of State Parks, Historic Sites, and Monuments (S).										Establish memorials or memorial parks.			
	State Memorial and Monument Commission (C).	1931	7	4		3			4		Supervision and control of Heyburn State Park, for public enjoyment and recreation, without discrimination as to race.		Commissioner	Appointed by Governor.
Idaho	Department of Public Works (P).	1919									Public lands, if deemed desirable by Board, may be set aside for park purposes.		do	
	State Board of Land Commissioners (C).	(*)	5			5								
Ill.	Department of Public Works and Buildings (P).	1917									Acquire areas of scenic, historic, or scientific interest for benefit and recreational use of the public.	Archeology and engineering, waterways, highways, and memorials.	Superintend- ent of Parks.	
	Board of Park Advisors (S).	1917	5	X	X				2		Recommend policies and practices in advisory capacity; Investigate conduct of work.			
	Department of Conservation (C).	1925									Recreational use of forests; public shooting and fishing grounds.	Administer fore- stry, fish, and game laws.	Director	
Ind.	Department of Public Works, Department of Conservation, Division of State Parks, Lands, and Waters (P).	1933	5	3		2			(*)		Acquire and administer areas of scenic and historic interest for benefit and use of the public; establish public shooting grounds.	Forestry, fish and game, geology, entomology, engineering, lands, and waters.	Commissioner of Conservation.	
Iowa	State Conservation Commission (P), Division of Lands and Waters.	1935	7	X	X		Persons interested in and having knowledge of conservation.		6	(*)	Acquire and administer areas of scenic and/or historic interest for use of public; establish public hunting, fishing, and trapping grounds.	Forestry, fish, and game.	Director	

See footnotes at end of table.

Administration—Contd.		Powers and duties												Special provisions																							
		Land acquisition						Operation			Cooperative powers																										
Method of financing		Purchase			Gift			Tax reversion			Devalue			Eminent domain			Lease			Designation of State land			Other means			Other means			Disposition of operating income			X=General powers, A=Acquisition, M=Maintenance; E=Exchange, and T=Transfer of areas with—			State planning board		
General appropriation																																					
General appropriation																																					
Fees and charges																																					
Trust funds																																					
Gifts																																					
				</																																	

State	Administering agency: P=Primary State park authority; S=Subordinate agency; C=Correlative agency	Date established	How selected				Qualifications for board membership	Administration		Purposes		Executive	
			Number on board	Appointed by Governor	Confirmed by Senate	Ex officio members		Term of office in years	Remuneration for official duties; E=Expenses; S=Salary	Regarding recreation	Other duties	Title of—	Qualifications
Kans.	Forestry, Fish, and Game Commission (P).	1925	4	3	—	1	Experienced in fish, bird, and animal life of State.	3	E	Establish recreation, hunting, trapping, and fishing grounds and waters.	Administer forestry, fish, and game laws.	Secretary.....	Fish and Game Warden.
	Department of Forestry and Floriculture (S) (under State Board of Administration) (C). Board of Managers of State Board of Regents (C).	1929	10	—	—	—	Interest in forestry and floriculture.	—	—	Establish places of recreation for people of State.	Forestry.....	State Forester.	—
	1931	5	1	—	4	—	—	—	—	Set aside lands for public park at site of Fort Hays Military Reservation.	—	—	—
Ky.	Department of Conservation, Division of Parks (P).	1936	—	—	—	—	—	—	—	Acquire and operate areas for the enjoyment, education, and convenience of the public.	Forestry, game, fish, archaeology, publicity.	Commissioner.	—
La.	State Parks Commission (P).	1934	5	1	—	4	—	—	E	Acquire and administer lands or waters suitable for park purposes; establish and maintain State recreation centers; manage public hunting grounds.	Forestry.....	Secretary.....	—
Maine	State Park Commission (P).	1935	5	3	—	2	—	3	(*)	Jurisdiction over areas of natural beauty, historic or scientific interest, affording opportunities for recreation.	—	—	—
	Baxter State Park Commission (C).	1933	5	2	—	3	1 member to be resident of Greenville or Millinocket.	3	—	Supervise, direct, and control all lands comprising Baxter State Park.	—	—	—
	Forest Commissioner (C).	—	—	—	—	—	—	—	—	Acquire areas for preservation of scenic beauty and provision of recreation facilities.	Forester.	—	—
Md.	University of Maryland (P); Division of State Forests. Conservation Commission (C).	1922	—	—	—	—	—	—	—	Acquire areas for recreation use.	Forestry.....	State Forester.	—
	1916	—	—	—	—	—	—	—	—	Acquire areas for public hunting grounds.	Game conservation.	Game Warden.	—
Mass.	Department of Conservation, Division of Parks (P).	1919	—	—	—	—	—	—	—	Advancement of recreation and conservation interests and policies; public hunting and fishing grounds.	Forestry; game and fish conservation.	Commissioner.	—
	Metropolitan Park District of the Metropolitan District Commission (P).	1889	5	X	—	—	Must be residents of District.	5	—	Acquire and supervise open spaces for exercise and recreation within the Metropolitan Park District.	—	do.	—
Mich.	Department of Conservation (P).	1921	7	X	X	—	Training and experience in activities embodied in department; 2 members from upper peninsula.	6	E	Acquire, maintain, and make available for the free use of the public open spaces for recreation.	Game and fish, geology, and forestry.	Director.	—
	Mackinac Island State Park Commission (C).	1907	5	4	—	1	—	(*)	E	Lay-out, manage, and maintain the park and preserve the old fort.	—	Superintendent.	—

See footnotes at end of table.

Administration—Contd.		Powers and duties												Special provisions											
Method of financing		Land acquisition				Operation				Cooperative powers				Restrictive	Enabling										
		Purchase		Gift		Tax reversion		Devise		Eminent domain		Lease		Designation of State land		Other means		Other means		Disposition of operating income		X = General powers; A = Acquisition; M = Maintenance; E = Exchange; and T = Transfer of areas with—		State planning board	
General appropriation																									
Fees and charges																									
Trust funds																									
Gifts																									
Sale of products																									
Other means																									
Sale of lands		X	X																						
Unemployment funds.		X	X																						
Rental of land		X	X	X	X	X	X																		
Issue bonds		X	X	X	X	X	X	X	X																
do		X	X	X	X	X	X	X	X																
License sales		X	X		X																				
Game protection fund.		X	X			X																			
Otherwise																									
Sell lands; assessments.		X	X		X	X	X																		
Assessments; fines.		X	X		X	X	X																		
Exchange contract.		X	X	X	X	X	X																		
		X	X																						

State	Administering agency: P = Primary State park authority; S = Subordinate agency; C = Correlative agency	Date established	Administration				Executive					
			How selected		Qualifications for board membership	Term of office in years	Purposes		Title of—	Qualifications		
			Number on board	Appointed by Governor Confirmed by Senate Ex officio members			Remuneration for official duties; E = Expenses; S = Salary	Regarding recreation	Other duties			
Minn.	Department of Conservation (Division of State Parks) (P).	1937						Acquire and make available to the public suitable places for recreation; wildlife conservation; public hunting grounds.	Game, fish, minerals, lands, water, forestry.	Commissioner, director.	Suitable education, training, and experience.	
Miss.	State Forestry Commission (P). State Board of Park Supervisors (S).	1926	9	6	3		4	E	Forestry	State Forester		
		1936	3	X		Must be appointed member of Forestry Commission.	4	E	Jurisdiction and management of all State parks.			
	Game and Fish Commission (C).	1932	5	X	X	Knowledge of conservation of animals, birds, and fish.	4	(E)	Public shooting, fishing, and trapping grounds, and parks.	Game and fish conservation.	Director of conservation.	Special training and skill in conservation work.
Mo.	Department of Conservation. State Park Board (C)	1937						Exercise of powers for recreation of the people of State.		Director		
			3		3							
Mont.	State Board of Land Commissioners (P).	(8)	4		4			Acquire lands suitable for public camping and recreational use.	Forestry; general authority, direction and control of all State lands.	State Forester		
	State Fish and Game Commission (C).	1907	5	X			4	(E)	Establish public hunting, fishing, or trapping grounds.	General fish and game laws.	Secretary	State Fish and Game Warden.
Nehr.	Game, Forestration and Parks Commission (P).	1929	5	X	X	Not more than 3 from same political party; not more than 2 from same congressional district.	5	(E)	Acquire areas for State parks, recreation grounds, public shooting grounds.	General conservation.	Secretary	Chief Conservation Officer.
Nev.	State Park Commission (P).	1935	5	X			5	E	Charge, care and supervision of all parks.	Superintendent	State Highway Engineer.	
N. H.	Forestry and Recreation Commission (P).	1909	3	X			3	E	Acquire lands for public use for recreation.	Forestry	Forester	
	Land Use Board (C)	1935	5	X		Not more than 3 may be of same political party.	5		Cooperation with Federal Government in acquisition of lands for public use.			
N. J.	Department of Conservation and Development (P).	1915	8	X	X	Not more than 4 may be of same political party.	4	E	Acquire areas of scenic, historic, and recreational interest for use of the public.	Forestry; geology	Director	Qualified engineer, forester, or geologist.
	Palisades Interstate Park Commission (C).	1900	10	X	X	5 must be residents and citizens of State. <sup>10</sup>	5	E	Acquire lands deemed necessary to preserve the scenic beauty of the palisades of the Hudson.			

See footnotes at end of table.

DECEMBER 1938—Continued

State	Administering agency: P=Primary State park authority; S=Subordinate agency; C=Correlative agency	Date established	Number on board	How selected Appointed by Governor Confirmed by Senate Ex officio members	Qualifications for board membership	Administration			
						Term of office in years	Remuneration for official duties; E=Expenses; S=Salary	Purposes	
								Regarding recreation	Other duties
	Associations for Preservation of Historical Places (C).								
	High Point State Park Commission (C).	1923	5 X X			5	E	Any 5 or more persons may form a corporation to acquire, care for and maintain any historical lands, sites, and buildings as and for a State park. To preserve High Point State Park as a nature reservation.	
	Commissioners of Edison Park (C).	1931	6 5 5 1			5		Acquire such lands as may be necessary for establishment of a public park at Menlo Park where Edison developed the electric light.	
N. Mex.	State Park Commission (P).	1935	3 1	2		4	E	Acquire, maintain, develop lands for State parks.	Superintendent.
N. Y.	Department of Conservation (Division of Parks) (P). State Council of Parks (within the Division of Parks of the Department of Conservation) (S).			X	Chairman or president of each of the regional park commissions; Director of Lands and Forests; Director, State Museum.		E	Jurisdiction over State parks, parkways, reservations and forest preserves. Advisory agency for all parks, parkways, etc., under the jurisdiction of the department.	Forestry; game and fish; water power. Secretary
	Regional Park Commissions								Commissioner Director of State parks.
	Niagara Frontier State Park Commission (S).		7 X X		2 residents of Niagara County, 3 of Erie County.	7	E	Acquire, control and manage State parks and parkways within the region.	
	Commissioners of Alleghany State Park (S).		7 X X			(?)	E	Establish, control and manage State parks and parkways within the second park region.	Game and fish conservation in parks.
	Genesee State Park Commission (S).		7 X X		5 must reside within district.	7	E	Jurisdiction over parks and parkways within region.	Forestry, game and fish conservation in the parks.
	Finger Lakes State Parks Commission (S).		7 X X		5 must reside within region.	7	E	Acquire, manage and control State parks, parkways, etc., within fourth park region.	Game and fish conservation; reforestation within parks.
	Central New York State Parks Commission (S). Division of Lands and Forests (S).		5 X X		4 must reside within region.	5	E	Establish State parks and parkways within region.	do Secretary
								Have the care, custody and control of the several preserves, parks and other State lands in the sixth park region.	Forestry, game and fish conservation. Director.

See footnotes at end of table.

DECEMBER 1938—Continued

State	Administering agency: P=Primary State park authority; S=Subordinate agency; C=Correlative agency	Date established	How selected	Qualifications for board membership	Administration		Purposes		Executive	
					Term of office in years	Remuneration for official duties; E=Expenses; S=Salary	Regarding recreation	Other duties	Title of—	Qualifications
					Number on board	Appointed by Governor Confirmed by Senate Ex officio members				
	Taconic State Park Commission (S).	5	5 X X	3 must reside within region.	5	E	To control and manage Taconic State Park and any other parks and parkways established within the region.	Reforestation; game and fish conservation within the park.	Secretary	
	Palisades Interstate Park Commission (S).	10	X X	5 must be residents of the State. <sup>10</sup>	5	E	Jurisdiction, management and control of all lands, parks and parkways in the eighth park region.		do	
	Westchester County Park Commission (as agent for the State) (S).						Lay out, establish, acquire, control, operate, maintain and manage State reservations, parks and parkways in the county of Westchester as agent for the State.			
	Long Island State Park Commission (S).	3	X X	1 must be resident of Nassau County and 1 of Suffolk.	6	E	Jurisdiction and control over all parks, parkways in the counties of Nassau and Suffolk, which comprise the 10th park region.	Game and fish conservation; reforestation within the parks.	President	
	The Thousand Islands State Park Commission (S).	5	X X	All must reside within region.	5	E	Acquire, control and manage State parks and reservations within the 11th park region.	do	Secretary	
N. C.	Department of Conservation and Development (P).	1925	13 12 X 1		6	(11)	Acquire lands for park and other recreational purposes. Establish public shooting grounds.	Forestry; game and fish; geology.	Director	
	Division of Forestry (S).								Forester.	
N. Dak.	State Historical Society (P). Through State Park Committee (S).	1915 5		Appointed by society with advice and consent of Governor.			Jurisdiction of State parks, historic sites or relics; acquire areas for monument or recreation reserve purposes.			
Ohio	Conservation Council of the Division of Conservation (P).	1929	8 X	Not more than 4 may be members of same political party.	4	E	Control and management of all lands and waters dedicated and set apart for public park or pleasure resort purposes, except those the care of which are vested in some other body. Established public hunting grounds.	Game and fish conservation.	Commissioner	
	Board of Control of the Agricultural Experiment Station (C).	1923	9	X			Acquire lands for State forest park purposes and other recreational uses.	Forestry	Director of Agriculture.	
	State Archaeological and Historical Society (C).	1885	17 6	2 9 elected by society.			Preservation of historic or prehistoric sites or monuments, or the exploration, examination, improvement or preservation of same for educational, scientific or memorial purposes.		Director	
	Director of Highways (C).						May establish roadside parks for the benefit of the traveling public.			

See footnotes at end of table.



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						Purposes			
						Regarding recreation	Other duties	Title of—	Qualifications
Oklahoma	Oklahoma Planning and Resources Board.	1937	9 X X 2		4 (%)			Secretary	
Oreg.	Division of State Parks (S).					Administration of lands owned by State for recreational purposes.		Director	1 year experience in park work.
Pa.	State Highway Department (P).	1917	3 X - -	1 from each congressional district.	3 E	Acquire lands for preservation of scenic places, parks, recreation grounds, etc.	Acquire lands for culture of trees on or along course of any State highway.	Highway engineer.	
	State Board of Forestry (C).	1925	7 X - - 2			Acquire lands for water conservation, watershed protection, recreation.	Forestry		
	State Game Commission (C).	1921	5 X - -			Establish public hunting and fishing grounds.		Game and fish conservation.	
	Provisional Government Park (C).	1935	5 X - -			Provide for care, preservation, development, and use of provisional Government park.			
	Department of Forests and Waters (P); Bureau of Parks (S).	1929	- - -			Acquire and supervise areas to promote healthful outdoor recreation and education.	Forestry	Secretary	
	State Parks Commission (under Department of Forests and Waters) (S).	1937	13 X X 9		4 E	Advisory		Chairman	
	Four or more Regional Park Boards (S).	1937	6 X X 1	3 residents		To coordinate park activities in their respective regions.		Secretary	
	Bushy Run Battlefield Commission (C).	1929	9 X X 3	Residents knowing local history.	4 E	Advise Department of Forests and Waters with reference to conduct, improvement, and maintenance of the park.		do	
	Fort Washington Park Commission (C).			X Commissioners of Fairmount Park, Philadelphia; secretary, Department Forest and Waters.	E	Empowered and directed to supervise, maintain, regulate, police and preserve Fort Washington Park.		do	
	Valley Forge Park Commission (C).	1893	14 X X 1		4 E	Perpetuate and preserve the historic site.		do	
	Washington Crossing Park Commission.	1929	11 X X 1		4 E	do		do	
	Pennsylvania State Park and Harbor Commission of Erie (C).	1929	12 X X 3	2 appointed by council of city of Erie.	4 E	Dedicate lands to end that Presque Isle Peninsula may be preserved and forever held as public park.	Improvement of Erie harbor.	do	
	Board of Game Commissioners (C).	1929	- - -			May acquire lands or waters suitable for public hunting grounds.	Game conservation.		
	Board of Fish Commissioners (C).	1929	- - -			Acquire lands for fishing, hunting, and forest purposes.			
	State Forest Commission (under Department of Forests and Waters) (S).	1929	4 X X 1		4 E	Advise and recommend policies regarding forestry and parks.			

See footnotes at end of table.



State	Administering agency: P=Primary State park authority; S=Subordinate agency; C=Correlative agency	Date established	Number on board	How selected Appointed by Governor Confirmed by Senate Ex officio members	Qualifications for board membership	Term of office in years	Remuneration for official duties; E=Expenses; S=Salary	Administration		Executive	
								Purposes		Title of Qualifications	
R. I.	Department of Agriculture and Conservation, Division of Forests, Parks and Parkways (P).	1935	5	X	1	2 practical lumbermen; 1 farmer-landowner.	4	E	Acquire lands for park, recreation ground or bathing beach use; public fishing preserves.	Forestry, fish and game, entomology, plant industry, animal industry, milk control.	Director
S. C.	State Commission of Forestry (P). Parks established	1927	5	X	1				To acquire lands for general recreational and educational purposes; public shooting grounds.	Forestry; game sanctuaries.	State Forester
	King's Mountain Battle Ground Commission (C).	1935	5	X	5				Acquire lands for the purpose of establishing and maintaining a military park, reservation or recreational park.		
S. Dak.	State Park Board (P)	1935	5	X	5	To be appointed without reference to political affiliations.	5	E	To acquire, develop and administer areas for public parks.		Secretary
	Custer State Park Board (C).	1919	3	X	5				Operate, manage, improve and maintain Custer State Park and all State property within the limits thereof.		Superintendent
	Game and Fish Commission (C).								Establish public shooting grounds.		
Tenn.	Department of Conservation, State Park Division (S).	1937							To administer areas dedicated to recreation and cultural use and enjoyment of the people.		Commissioner
	Advisory Committee	1937	6	X	5			E	Advise Commissioner		
Tex.	State Parks Board (P)	1923	6	X	5		6	E	Establishment of a system of State parks.		
	San Jacinto State Park Commissioners (C).	1907	3	X	5	Must be residents of San Jacinto; 1 may be member of local D. A. R.	2		Advise with and assist State Board of Control in improvement, care and preservation of the park.		
	Gonzales State Park Commissioners (C).	1913	3	X	5	Must be citizens of State.	2		do		
	The Washington State Park Commission (C).	1923	5	X	5	Must be citizens of State.	2		do		
	Goliad State Park Commissioners (C).	1931	3	X	5	Must be resident citizens of State.	6	E	do		
	Gaine, Fish and Oyster Commissioner (C).								Establishment of game sanctuaries and public hunting and fishing grounds.		

See footnotes at end of table.



Administration											
State	Administering agency: P=Primary State park authority; S=Subordinate agency; C=Correlative agency	Date established	How selected			Qualifications for board membership	Term of office in years	Remuneration for official duties; E=Expenses; S=Salary	Purposes		Executive
			Number on board	Appointed by Governor	Confirmed by Senate				Regarding recreation	Other duties	
Utah	State Board of Park Commissioners (P).	1925	5	2	2	3	4		Manage and control any lands acquired for State park purposes.		Secretary
	Fish and Game Commissioners (under direction of State Board Examiners) (C).	1923							Set aside suitable lands as public shooting grounds.		
Vt.	Department of Conservation and Development (P).	1929	3	X	X		6	E	Acquire lands to be held, developed and administered as State forest parks for recreational use of the people.	Forestry; game and fish conservation; publicity.	State Forester
Wash.	Virginia Conservation Commission.	1926	5	X			4	(*)	Acquire areas of scenic beauty, recreational utility, historical interest, etc., to be preserved for use, health, education and pleasure of the people.	Forestry; geology; history and archaeology; water resources; publicity.	Chairman
W. Va.	Commission of Game and Inland Fisheries (C).								Acquire lands and waters for game and fish refuges, preserves, or public shooting and fishing.		
Wis.	State Parks Committee (P).	1921	3		X	Commissioner of Public Lands; Secretary of State; State Treasurer.			Control and supervision of lands acquired or set aside for park or parkway purposes.		Secretary
Wyo.	State Forest Board (C).	1923	5		X			E	Establish camping grounds for recreation purposes.	Forestry	do
W. Va.	Conservation Commission (P).	1933	5	X	X	Special training and experience in conservation activities.	6	E	Jurisdiction over State parks, protection, beautification, etc., of natural resources, relief of unemployment; establish public shooting, trapping or fishing grounds or waters.	Forestry, fish and game conservation.	Director
	Public Land Corporation (C).	1933							May acquire lands and water for any public purpose.	Title of all public lands in State is vested in corporation.	Special training, experience, capacity and interest in conservation activities.
Wyoming	State Conservation Commission (P).	1931	6	X	X	3 from territory north and 3 from territory south of line running east and west through south limits of Stevens Point. Must have knowledge of and interest in conservation.	6	E	To have care and supervision of all State parks, preserve scenic or historic values or natural wonders; public shooting, trapping, fishing grounds or waters.	Forestry; game and fish conservation.	Director
	State Board of Charities and Reform (P).	1895	5		X				To have full power, control and supervision of Hot Springs and Saratoga Hot Springs State Parks and all property thereon.		Superintendent
	State Park Commission	1937	3			3					

<sup>1</sup> Good behavior.  
<sup>2</sup> Indefinite.

<sup>3</sup> Established by Constitution.  
<sup>4</sup> Pleasure Governor.

<sup>5</sup> E and \$7.50 per diem.  
<sup>6</sup> E and \$5.00 per diem.

Administration—Contd.		Powers and duties												Special provisions		
Method of financing		Land acquisition				Operation				Cooperative powers						
		Purchase	Gift	Tax reversion	Devise					Disposition of operating income	X=General powers, A=Acquisition, M=Maintenance; E=Exchange, and T=Transfer of areas with—					
General appropriation	Fees and charges									Spent by department	Farmed for department	Returned to general fund	Other State			
Trust funds	Gifts									Local government	Federal Government	Other departments	Private persons			
Sale of products										State planning board						
Other means																

<sup>7</sup> Indefinite.  
<sup>8</sup> Constitution.

### **8 Constitution.**

<sup>9</sup> E and \$10 per diem.

<sup>10</sup> 10 total membership—5 appointed by Governor of each State.

# ADMINISTRATIVE ORGANIZATION FOR STATE PARK SYSTEMS

by MATT. C. HUPPUCHE, *Deputy Assistant Director, National Park Service*

THE PROBLEM OF ORGANIZATION for effective State park and recreation area systems can be approached by either of two methods: (1) a study of the existing systems and an analysis of their effectiveness in carrying out the objects for which they are created (see tabulation on State Park Laws preceding this article), or (2) abstractly as a problem in the art of "management."

Whichever approach is used, it must soon be realized that the problem of State park administration presents no striking difference from the problems inherent in the organization of various governmental or large-scale private enterprises and their functions.

As the undertakings of government and private enterprise grow larger and larger, differences in basic organization problems become less and less. Both involve (1) policy formation and (2) plan. The plan must consider the factors of (1) the product or service to be rendered, (2) determination of the area to be served, and (3) the method of organization to be worked out. The plan also includes executive direction, centralization or decentralization, personnel system, provision for research, financing, detail service to the public, and measurement of results.

A compilation and analysis of existing organizational set-ups for State park and recreation-area service reveals nearly the famous "57" varieties of historical evolutions toward the solution of a more or less common problem.

The comparative newness of the State park and recreation movement accounts for the diverse provisions that have been made to infiltrate this function into the existing framework of the State governmental organization by the several State legislatures.

Usually this function was conveniently placed in an existing unit or number of units without adequate consideration or recognition of its relative importance to other functions. This action is evidenced by the following presumably temporary types of solutions:

1. *Independent park commission or board for each park.*
2. *Division of responsibility between two or more of the following existing State agencies:* State Historical Societies, State Archeological Societies, Director of Highways, Conservation Council of the Division of Conservation, Agricultural Experiment Stations, etc.
3. *Subordination to existing agencies as secondary function.* Example: Highway Department, Forestry Department, Board or Commission; Fish and Game Commission or Board, Land Commission, Land Commissioner, State Historical Society, etc.

Along with these types of organizations there evolve the following more desirable types:

4. *Creation of a State park board or commission* (but not coordinated to other conservation functions).

5. *Integration of park and recreation functions with the over-all function of conservation.* Example: Bureau of State Parks of a Conservation Department or Commission.

A study of the organization set-up of individual park and recreation areas, like the study of the central organization, reveals an evolutionary process and tremendous differences in organization and services rendered.

To facilitate a study of the provision of law in the several States there is presented the tabulation on State park laws preceding this article, which gives a detailed picture of the scope and organization provided to date.

Having reviewed the chart, let us consider the problem of administrative organization for State parks as a problem in the art of management, and consider the individual areas as the key units in the State-wide organization. As previously indicated, the problem of administrative organization for State parks and recreation areas begins in the determination of its importance or place in government. Are public parks and recreation areas an indispensable need of modern civilization? Are they as important as Public Health and Education? Are they a part of both? Or, are they more closely related to conservation of soil, water minerals, and wildlife? Or don't we know yet? Recent legislation has indicated a trend to place more recreation responsibility on Public Health, Education, and Conservation Agencies and perhaps this indicates its close relationship to all of these services in government.

The next most important factor is that of policy formation. In a democratic government, policy by legislation is always subject to change by the legislature. However, there is an increasing tendency to place a portion of the function for policy formation on a commission, board, or executive. Whichever method is utilized, it is desirable to have the policy in written form and an allowance made for frequent revision to conform with public need.

The next factor to be considered is the plan or formulated scheme of successive steps necessary or conducive to the attainment of the objects for the organization. Assuming that the object of the organization is based upon broad principles and policies of needed service, and the general plan calls for the acquisition, development, and use of outstanding scenic areas, needed recreation areas and preservation of important historical, geological, and archeological

areas, then which types will be acquired first? What means shall be used to judge relative importance? Some States have concentrated upon the purchase of the outstanding scenic areas and neglected to provide greatly needed recreation areas available to the mass of population. In others the latter was provided to the neglect of outstanding scenic areas. In still others the acquisition of scenic areas has been so overemphasized that certain unneeded areas were acquired simply because they contained the highest points in the State, hence too far removed from the population. Equally valuable mountain country could have been acquired very much closer to centers of population without loss of scenic value and would thereby have more adequately met recreation requirements. This emphasizes the need for a plan of action that is inclusive, gives due weight to all factors involved, and sets forth a logical method for determination of effort. Many States have made remarkable progress because of well concived plans of action that the public could understand and support.

Before further steps can be taken in organization, consideration must be given to *area determination*. By that we mean the scope of operation of the organization. Presumably for State park organizations this means a State-wide function to serve the needs of *all classes*, yet too frequently it appears that some State park systems at present cater to upper middle classes only.

*Executive direction* is the next important factor. Executive direction has usually been placed in the hands of commissions or boards, but now the tendency is in the direction of placing executive responsibility and accountability in the hands of one executive. Executive direction is determined by, and must consider, the object for which the organization is created and the extent of the service to be rendered. For State park organizations does this involve the maximum utilization of areas in providing healthful recreation to all the people including the spiritual and educational possibilities of such service? Executive direction can be organized as either centralized or decentralized. Can the object for which the organization is set up function more effectively under a centralized organization, or by means of units decentralized by regions or districts? The type of organization will vary greatly, depending upon this determination.

It has been demonstrated that no organization or industry can render effective services without adequate research to guide its plan of action or its plan of services to be rendered. This is true in governmental enterprise as well as in private enterprise.

Consideration must be given to the problem of *financing*, which in public enterprise involvcs factors considerably different from those involved in private organizations. The most important consideration is that in the long run a public agency is judged and is given support in proportion to its contribution to public welfare and not on its ability to be self-supporting through separate taxing devices.

It becomes a problem of administration to determine

standards for the selection of areas, standards of sanitation, protection, and standards of leadership which will guide the actions of the entire organization.

Factors of *personnel* involve the continuity of service, the methods of selection, careful determination and placement of duties and responsibilities, training, line and staff relationships, incentives, morale.

The last but not the least factor in organization is the *provision for the measurement of results*. While this may at first appear difficult in the field of park and recreation work, it has been determined that there is practically no function of any organization in which it has not been possible to set up means for the measurement of results either in the form of service, personnel, or in the production of such services.

Too frequently the important factors enumerated above are overlooked in the administrative organization of both private and public enterprises with the following results: improper organization without a clear objective; absence of definite policies to guide the executive; lack of knowledge of the area to be serviced; overcentralization; decentralization insufficiently coordinated; hazy ideas of the service to be rendered; costly mistakes which research might have avoided; poor results which higher standards might have prevented; inadequate consideration of the problems of personnel resulting in poor selection; inefficiency due to lack of training; poor morale as a result of poor understanding of the line staff functions and failure clearly to define duties and responsibilities; failure in financing due to lack of public support; failure to adopt means to measure results thus preventing the full utilization of available funds to provide the maximum service.

The actual form that the organization for State park administration will take depends upon the degree of centralization decided upon. Supposing it has been determined that a centralized system is most desirable in light of the problem in any State. Then the organization will likely consist of an executive; a division of operations made up of the functions of budgeting, accounting, and procurement; a division of recreation, consisting of a recreational supervisor to advise and plan for the recreational use of all areas in the entire system; a division of plans and designs to perform the function of preparing necessary landscape, architecture, and engineering plans needed for a development plan, and to assist in the problem of maintenance of areas and facilities; a division of planning which would function in advance, planning for land purchase, need determination, and determination of priority of areas and facilities to be developed; a public relations division which would acquaint the public with the services available; and a division of personnel training. The actual number of people needed in the organization would depend upon the size of the system and its previous ability to obtain results and public support. Regardless of the number of people employed and how these functions are combinced, they are present, and, while they are not all of equal importance, the neglect of any of them will have pronounced effect on

the service rendered and the consequent public reaction. The function most frequently omitted is that of recreation program planning. This can be all-important in promoting the wisest and best use of areas by the utilization of the most effective educational methods. It can enlist the enthusiasm of most communities and can interest volunteer leadership which will insure success and public support of the plan for the organization.

Notwithstanding the importance of the central agency, the success of a State park and recreational organization will depend on the success of its individual areas. On individual areas, the greatest stress must be placed upon the selection and training of personnel, and effective functioning is paramount. In its organization, the park superintendent or manager is the key to success. He must be an unusual person (yet not impossible of selection). He has the great opportunity to influence the lives of thousands of people, to open to them new vistas, spiritual as well as physical. The park he administers is a recreational resource. How successfully this resource fulfills its function will depend upon his ability actually to understand and intelligently interpret its latent possibilities to people. He must be a man of culture and broad understanding. He must be a leader, full of enthusiasm. He must be able to transmit his enthusiasm to others, and this implies faith in park users. He must believe that no public facility is an end in itself but that it fulfills its purpose only as it is related to its sphere of influence. This sphere of influence is determined by the effective drawing power of the park. In this sphere of influence, there are already organizations whose primary objects are closely related to the scope of the park program. Others have broad social purposes which provide opportunity to enlist them in the support of the park program. The successful superintendent will capitalize on these opportunities to carry out the broad program of his park and at the same time to enlist that public support needed for a public function.

The operation of a State park or recreation area involves a different and, from many angles, much simpler problem than that confronting the superintendents of national parks because, in the latter, the majority of users are new and do not visit the area frequently as in the former case. The frequency with which the same people visit the State park and recreation areas presents an opportunity to develop a tradition or mode of behavior. Regulations and

police power used to be one of the dominating characteristics of park administration. It has been conclusively demonstrated that a program of cooperation can reduce the number of regulations and police needed and can enlist public support in the conservation and protection of the area. The number and kind of personnel needed in the operation of an area is therefore dependent upon the feeling that is engendered in the users toward the park. Every dollar saved in police protection is another dollar for maintenance or recreation leadership. A wise park superintendent will augment the effectiveness of his organization by enlisting voluntary leadership or leadership paid by other organizations. Areas serving communities can enlist the following types of recreational leadership and sometimes maintenance assistance: hiking-club leaders, hiking-club members or boy or girl scouts in trail maintenance, boy and girl scout museum leaders in nature study, industrial recreational organizations, church recreational organizations, city recreation departments, and the Red Cross, in general or specific activities.

The more people feel they are a part of a park the easier it is to get assistance with such things as property protection and disposal of rubbish and garbage, thereby reducing the cost of these maintenance items.

With the steady increase in practically all State park systems, and the increase in the numbers of people using them, the problem of administrative organization is one of first importance. Its consideration involves careful study of basic elements and sound building of the organizational set-up to insure, first, protection and conservation of areas, and second, their proper development for use and adequate direction of that use for the protection of the system itself and the interests and rights of all who use it. Of primary importance among the basic elements of such organization is proper determination of the place of park administration in the State's governmental structure. Having decided this, the next most important thing is policy determination, after which comes the matter of putting these policies into effective operation. These are the elements of sound administrative organization, through which the State park system can be made fully and completely to serve its purpose. It is hoped that the foregoing will stimulate discussion, analysis, and improvement of organization for State park and recreation systems.

# COORDINATION OF DEVELOPMENTS FOR RECREATION

by PAGE S. BUNKER, *State Forester and Director of State Parks of Alabama*

IN DISCUSSING the coordination of developments for recreation it is well to orient our thoughts by recalling the salient features of the background which has given rise to the present interest in this most important public necessity. In a limited treatment but a very few points can be presented and a brief outline must suffice for immediate purposes.

The refreshment of strength and spirits after toil, commonly regarded as a fair definition of recreation, is a physical and mental state rather than a specific activity. However, activities of some sort or other are usually inherent to recreation. These activities are not absolute but rather relative to previous conditions and circumstances giving rise to recreational needs. Such a background usually is comprised in the vocations and occupations of people. In the search for recreation the activities engaged in involve the principle of agreeable diversion or change.

Since there is little uniformity in modern tasks and labors, it is clear that there is a corresponding variety in the kinds of diversion required in attaining the aim of recreation. It is evident that the regular vocation of one may be the recreation of another. A steel worker may be greatly refreshed by a week end spent on a cousin's farm, while the farmer may derive exceptional entertainment through a visit to the steel works. However, conversion does not apply widely in recreational matters, the character of beneficial change varying greatly even among people similarly circumstanced. Thus a banker may seek nearly all of his recreation at the bridge table while another finds his chief enjoyment in mountain climbing.

An extremely broad field of recreational opportunities lies in the great outdoors. Even here, however, a certain differentiation is desirable. Many activities depend for their pursuit upon a highly artificial locale. Thus those diversions most commonly denoted by the term sport normally, but by no means always, center in or about conventional settings. Golf, racing, baseball, football, and tennis usually are possible only in specially prepared surroundings and appropriate structural facilities.

The forms of recreation just mentioned usually pertain to populated communities and ordinarily find their greatest application in even congested centers. In such cases, in order to supply the needs of the greatest number possible, the recreational facilities may be multiplied many times over a comparatively limited geographical area. Thus a large city may have numerous municipal parks, playgrounds and public tennis courts predicated mainly upon distribution necessary to provide recreation for its various sections. Naturally, in order to avoid monotony in recreation, for each area as great a variety as possible is intro-

duced into the program of construction and use. The principle of diversity of recreational means thus becomes extremely important in localities of very limited travel radius.

A more extended field for outdoor recreation, however, is found in the opportunities afforded through communion with nature and enjoyment of the vast resources innate to the scenic and primeval. Here the normal human being regains much essential to the well-rounded life that during the advance of civilization and regard for the conventional has become submerged or lost through the stress of artificial living.

Relief from the banal and prescriptive, regardless of their intrinsic qualities, during recent times has become such an acute need among civilized peoples that we no longer can escape the responsibility of segregating and maintaining large primitive areas to provide the forms of recreation essential to its fulfillment.

In achieving its objectives society operates through diverse channels varying from informal customs to legislative mandates. Between these extremes lie numerous popular, industrial, and associational procedures. The essential consideration, of course, is that the objective be attained. If this result is achieved informally without the imposition of law there is little need for the exercise of the latter. Should the public needs not be so fulfilled, however, governmental action toward the desired end is the normal procedure. In all cases, it is essential that the objective in view be plainly recognized and that its real importance among the social needs be clearly determined. In the latter connection, the history of recent decades with their constantly increasing complexities of social interests and necessities renders it obvious that recreation through nature has definitely arrived at the status of a major objective in public organization.

While an important aim may be clearly defined, there normally are attached to it certain incidental interests and considerations. A program of recreation through nature cannot omit entirely certain procedures and facilities of artificial and conventional character. Thus in rendering natural and primitive areas accessible and enjoyable to large numbers of people certain structural developments ordinarily must be provided. These sometimes include improvements similar to those of recreational centers in congested communities in addition to others required mainly on account of isolation of the natural areas. As a rule, the latter developments are the most important. Thus, while the public recreational benefits to be derived from natural and primitive areas are the major objective, the construction of certain facilities such as roads, shelters, and so on normally

comprises a minor or intermediate objective incidental to the attainment of the greater.

The character of the terrain and the location of the points of outstanding interest may reveal certain features serving as internal facilities for the enjoyment of the area without special engineering or structural improvements. In fact, the taking of full advantage of such natural conditions comprises an exceedingly important part of recreational area design. Apart from the intrinsic character of the area itself, however, certain external facilities are to be considered. In the main these have to do with the conditions affecting access and the conveniences of ingress and egress. While, from certain administrative viewpoints, it may appear that such matters are without the scope of recreational design and development, insistent demands of the public in such connections may not be entirely ignored, but rather should be regarded as a stimulus to careful study of the situation with view to planned improvements coordinated with those within the area to the end that the approach and access to the park be of a character in harmony with the ground features.

From what has been said, it is evident that a considerable extension of physical improvements must be expected and accepted as a very important part in the development of recreational sites albeit the main purpose be the preservation and enjoyment of natural features. As noted in the foregoing, a schedule of such physical improvements involving the construction of artificial facilities logically should be brought into harmony with the facilities afforded by nature. Ordinarily it is to be expected that the latter will be of more than average merit, otherwise the area hardly would have been selected for recreational purposes. The establishing and maintaining of such harmonious relations naturally, calls for an effective coordination of engineering, landscaping, and administrative practices.

Although under certain circumstances private and commercial interests may provide facilities for outdoor recreation through nature, as a rule the best opportunities are found on areas of the types most commonly administered as State or National parks. The experience of modern civilization is to the effect that the fulfillment of extensive social needs in the foregoing respects is a natural and normal public responsibility. In the preceding it has been shown that the need whose fulfillment is sought is deep and extensive, warranting a high degree of specialization in procedures toward its satisfaction and a definite and exclusive allocation of authority to agencies qualified to plan, design, operate, and administer the affairs and interests pertaining to such a major objective.

The specialization required for the attainment of the desired objectives of wide benefit to the people as a whole can only be arrived at through organized society or what usually is called the social state. Thus, parks and recreational areas are quite generally under the supervision and direction of official agencies. As has been pointed out, recreational facilities in congested areas usually are a con-

cern of municipalities. Recreation through nature, however, comprises a field more appropriately within the purview of State and National governments.

The fact that government usually possesses some form of organization implies specialization in the attainment of its various objectives. In the case of public recreation the achievement of the aim demands intensive consideration of functional, territorial, facilitating, and administrative phases of the problem. In the more advanced organization of government, whether of States or of nations, the responsibility for the promotion of recreation as a major objective is normally and appropriately centered in a single public agency. Where governmental development has been retarded, however, or where recreation is but a minor consideration, the responsibility often is merged with others. Naturally the more clearly defined the purpose and the better provision for its attainment, the more completely will the public needs be fulfilled.

An interesting aspect of recreation as a minor objective is found in its presence as an incidental or contributing factor in the achievement of some other purpose which is the major objective. Thus, a manufacturing concern may provide certain recreational facilities and programs for its employees as a means of maintaining suitable labor relations which in turn contribute to the profitable output of the manufactured products, and similarly another concern may admit people at large to its plants and premises for their pleasure and enjoyment as a measure of maintaining satisfactory public relations. Similar considerations occasionally obtain with miscellaneous public agencies.

It is a principle of organization that no additional provision be made for the satisfaction of a need that already is satisfactorily met otherwise. In planning developments, therefore, care is to be exercised to avoid waste or duplication in providing desired facilities. When a question arises as to the desirability, practicality, or necessity of a particular development ordinarily reference should be made to the particular agency or interest whose major function it is to promote recreation in the scope or territory within which the proposed facilities may lie. In public organization, National and State park services constitute such agencies.

The popularity of the recreational movement has drawn to it the support of the general public as well as of those technically or professionally interested in the program. This, of course, is a most desirable circumstance. However, it brings with it incidental problems in coordinating the great variety of views and proposals advanced from multitudinous sources. Popular interest in a constructive program naturally evokes many thoughts and ideas; in fact, it often is said that these are almost as numerous as the individuals whose interest has been stimulated by the movement toward recreation through nature.

A special need for coordination exists in connection with the commendable interest on the part of various public agencies whose purviews have certain contacts with that of recreation as a major objective. Park and recreational serv-

ices, whose evolution and organization have been predicated upon the necessity for conducting governmental interests in this field, naturally appreciate the constructive support of such agencies. However, unless carefully coordinated, such contributions to the field of recreation sometimes may prove detrimental to the highest accomplishment. This danger has become accentuated in recent years during which new and numerous National and State instrumentalities have been established to cope with disturbed economic and social conditions. This situation, together with additional functions imposed upon or assumed by permanent branches of government, in some instances has developed into a real embarrassment. In extreme cases the circumstances even may warrant the trite observation regarding a cause being harmed largely by its friends.

As noted in the preceding, recreation as a minor and incidental interest in connection with some other field as a major objective is found quite frequently in the present complex of public concern. Governmental agencies, in the performance of their functions, quite properly desire to inspire public confidence in their activities and legitimately may resort to various procedures designed to gain popular support for their respective fields of operation.

It is to be recalled, however, that the necessity for specialization is the only logical reason for being of any distinct branch of government. The principle of specialization in organization demands that the chief concern of any public agency be that for which it was established. Incidental functions which may be assumed to any material degree must be performed only to the extent necessary to advance the distinctive objective allocated to the particular agency. Diversion of time, funds, and facilities beyond this extent serves mainly to derogate from the attainment of the agency's specific purpose and to overlap and duplicate the field to which the incidental functions intrinsically pertain as a major interest.

Serious digressions from the main objective arise from various circumstances. Official agencies sometimes are set up for special purposes on the assumption that such objectives may remain unattained for an indefinite period. Should the aim be fully accomplished, however, and the necessity for public action thus obviated, the next natural step would be the discontinuance of the instrumentality. This program sometimes has been carried through to such logical conclusion, but in various other instances the public agency for one reason or other has been continued in existence. The latter situation, of course, is a somewhat delicate one and can only be perpetuated through a popular misunderstanding or through the acquiring of functions other than those for which the instrumentality was first created.

In other situations the objective has been found too difficult of achievement with the result that, unless rendered less conspicuous, the failure of the program may become quite evident to legislative authorities and to the public. Such failure may be minimized by contrast through the

assumption of other aims and purposes toward which more patent progress may be made. Thus the composite program may continue with a fair showing of success in spite of non-achievement in the pursuit of the original objective.

In extreme instances the invasion by a branch of government of a field foreign to its normal purview is not a matter of accident or incident but is rather the result of deliberate planning. In such cases a public agency, in charge of a particular program which for one reason or another attracts little public interest or popular support, seeks to draw these strengthening factors by including within its scope matters possessing such qualities but which are delegated by prior legislation or public policy to some other branch. The situation thus is analogous to that of a merchant who sees his competitor stock a certain line of goods which materially increases his trade and thereupon immediately stocks the same line himself. Such defection from a specifically assigned major objective with an accompanying intrusion into the fields of other branches of government is open to rigorous criticism.

In the above instances there rarely is any conscious intent of deceiving legislative bodies or the public. Public functionaries and their supporting associations and other sponsors very naturally feel that their earnest efforts in the long run will be productive of much public benefit, and that legitimate resort may be had to legislative and administrative devices tending toward their continuance. As a rule, the personal and professional qualifications of those committed to such programs are of the very highest and their motivations are to be regarded with fairness and respect if not with absolute confidence.

The considerations just expressed are general in character. However, they have very immediate application in connection with recreational developments. As already observed, current activities of government, many of which originally were undertaken as emergent and temporary measures, are conducted in so many directions that it is perhaps inevitable that there should be certain overlapping and duplicating procedures. This is especially true as to Federal and State agencies having to do with the use of land. To many this phrase signifies a self-contained field of operation with the result that various branches of government, both temporary and permanent, and mainly unrelated as to their principal purposes, have essayed its exclusive direction and jurisdiction; this notwithstanding that land is used for such a large number of diverse and little related objectives that, under the principle of specialization, no single agency possibly can act for the public in the administration of all such responsibilities.

While some of this confusion is due to unauthorized activities of particular instrumentalities of government, the greater part finds sanction in the looseness of pertaining legislation. Legal license thus derived often results from the diffusion of purpose discussed in the foregoing through which public agencies seek to enlarge their field of operation from motives of the character indicated. Such

circumstances, with the accompanying waste, inefficiency, and duplication, involving extensive encroachments between branches of government, is largely responsible for the current demand for Government reorganization. The latter proposal involves many delicate considerations and when advanced in a definite form often exhibits features quite as objectionable as those which it is designed to obviate. This does not mean that revision should not be undertaken providing that it is in line with the normal evolution of government and predicated on the fundamental principles of organization, a few of which have been referred to in the foregoing. Too often, however, attempts in this direction have been characterized by abandonment of specialization and the introduction of complex linkages tending toward a return to inchoacy rather than toward efficient development.

In furthering the occasional tendency of public officials to relegate their major responsibilities to the background and to assume other functions to take their place, various devices have been employed. Among the most common of these is the interpretation of words and phrases in organic and subsequent acts to include within their meaning the additional authority sought. In the welter of administrative legislation comprised in Federal and State statutes there is found much language subject to various constructions and interpretations. In such instances the acceptance by the restless agency of the interpretation most favorable to the plan in view, coupled with aggressive action in promulgating the meaning thereby attached, often gains popular tolerance of the resulting procedures. Very rarely indeed do the authorities of the invaded fields of operation undertake to secure judicial determinations of such questions.

Another device often resorted to is the insertion in pending legislation, frequently in appropriation bills, of a casual direction, explicit or implicit, and buried in an extended context, which without violence to accepted rules of construction may be interpreted to authorize invasion into the purviews of other branches of government. Usually such a situation arises through unfamiliarity on the part of certain public agencies with the work of other governmental branches.

Notwithstanding that with reference to recreational developments the confusion among public agencies is furthered with the best of intentions, the results are none the less mischievous. Evidences of a lack of coordination are found in all parts of the country. In a Southern State a public agency whose sole function is the advancement of commerce undertakes to modernize a historical monument on a park under the exclusive jurisdiction of another State agency; a branch of the Federal Government has entered upon the construction of recreational developments in competition with similar improvements already completed and in use on a State Park but 3 miles distant, and so on.

The coordination of recreational developments thus has become a compelling necessity. A distinctly feasible plan

appears to lie in a more critical review of organic and administrative legislation relating to executive and administrative branches of government. The excision of language of doubtful meaning from statutes governing the fields of operation of public agencies and the substitution of clarifying statements definitely prescribing the functions of each would be of extreme benefit in the current situation. The so-called Legislative Reference Bureau, widely recommended by students of organization and of government, if generally adopted probably would solve many of the difficulties before they actually occur. Such a bureau is designed to review proposed legislation and compare it with existing statutes, pointing out to legislative bodies the possibilities of conflicts and duplications and recommending, if necessary, restatements of the legislative intent to the end that the law actually enact no more and no less than such intent. Loose and slipshod legislative proposals with potentialities of waste and duplication find it difficult to pass the scrutiny of such a clearing house. As a permanent adjunct of legislation the bureau offers most encouraging promise as an aid to efficiency in government. In connection with the coordination of public developments for recreation its service would be of very great value.

Although a special bureau of the character described in the foregoing may be uniformly recommended by organization engineers, the widespread adoption of such a proposal by the various governments is very apt to be a matter of the somewhat distant future. Meanwhile the present situation must be composed. Some aid undoubtedly may be secured by watchfulness on the part of the various branches of government to the end that threatened encroachments may be forestalled prior to the final enactment of legislation. Additional aid, and perhaps the most effective of immediate practical measures, may lie in the establishment and deliberations of a coordinating board composed partly of representatives of the official agency having to do with recreation and partly of technical advisers with no other government connection.

As to the national government, a board of recreational coordination would be largely of an interdepartmental character with representatives of the particular branch of government vested with the responsibility for the government's interest in parks and recreation as a major objective in the leading position. In the United States this is the National Park Service. However, during recent years the entire program of the country as to recreation through nature has offered a most exceptional opportunity for the close coordination of municipal, county, State, and Federal interests. Lest a board be unwieldy, it hardly could include a representative from each State. However, certain sectional or regional representatives could be included in the membership without exceeding practicable limits. Such a board should have the responsibility and authority required to obviate waste, duplication and inefficiency in all the expenditures of Federal funds for recreational developments and should be directed and authorized to offer aid

and recommendations as to projects financed wholly by the political subdivisions of the country. A board of this nature should be a permanent branch of government assigned to a place in the National Park Service. Since the considerations involved in the main are quite technical, the board should be comprised of paid members selected on the basis of their qualifications as shown by past performance in the field of parks and recreation or cognate professions.

An agency of the character last described would be qualified to determine the recreational needs and practicalities in all agencies of the Federal and State governments. To a very large extent it could serve as a legislative reference bureau in connection with proposals affecting parks and recreation. The initial steps toward the establishment of such an agency possibly could be taken by an executive order of the President, with strengthened legal position and definition of its powers, duties, and authority to be prescribed by the Congress in the near future. It seems altogether probable that with the increasing public appreciation of the need for the coordination of developments for recreation very strong support would be forthcoming for such a measure.

A third method of coordination lies in what is called by organization engineers the method of parallel control. This method has been recognized in modern times in industrial, military, and other forms of organization. In brief, it provides for complete technical control from the highest specialized authorities down through the successively lower grades, although the latter in executive and administrative matters are directed by the executive authorities in the respective grades. Thus, while a regimental commander has full military, executive, and administrative authority over his chief medical officer, the latter as to the matters of

his specialized branch is under the authority of the brigade medical service, and so on from the highest medical officer of the Army. Under this method technical standards are preserved inviolate although fully coordinated with related executive branches. Since in the fields of parks and recreation the planning, design, and location of developments are technical matters, a highly specialized and adequately staffed technical service with a personnel available for detail, either as integrants or advisors, to executive and administrative agencies could ably assist the latter in avoiding waste, duplication, and other errors so frequently encountered. The National Park Service, with possibly slight changes in its organization, in all probability could fulfill the requirements of such an arbiter. The effect of this method of coordination would be largely the same as that of a coordinating board. As in the preceding, it is probable that an Executive order of the President could place such a plan partly in effect, although specific legislation on the subject would fulfill stricter demands.

The benefits of appropriate coordination are too numerous and obvious to be cited in detail. Those who in professional, executive, or intelligent lay connections have observed the trend of recreational developments during the past several years have not failed to note the numerous opportunities for better planning, execution, and administration of developmental programs. With full play for originality, initiative, and intelligent action on the part of individuals, communities, States, and the Nation unimpaired, there still can be derived an incalculable benefit through efficient coordination. The foregoing is intended to be suggestive and to afford a slight stimulus to thought and a preliminary basis for consideration of this most important phase of the public interests.

## THE PARK, PARKWAY, AND RECREATIONAL-AREA STUDY

by SIDNEY S. KENNEDY, *Park Planner, National Park Service*

THE PAST YEAR has witnessed substantial progress in all phases of the recreation study which is being conducted cooperatively by the States and the National Park Service, under authority of the Act of Congress approved June 23, 1936 (49 Stat. 1894).

Preliminary or tentative final reports have been received from Georgia, Illinois, Indiana, Louisiana, Mississippi, New Jersey, Nevada, Pennsylvania, Tennessee, Virginia and Wisconsin, and similar reports from some 20 additional States are scheduled for completion by the first of the year. The reports for Louisiana, Illinois, Mississippi, New Jersey, and Nevada have been published by the States, and it is expected that several others will be published within the near future. The status of State cooperation and the

completion of reports are shown on the accompanying map.

These reports vary considerably in scope. Some of them are brief and admittedly preliminary in nature. Others are more comprehensive and contain specific recommendations on certain phases of the work. A few of the reports have been concerned primarily with the State park system. In general, the States which have had well-organized State park systems for a number of years have had a better spring-board of experience from which to start and have consequently proceeded further in the way of analyses and recommendations. Most of the reports cover in quite a complete manner the inventory of existing areas and facilities, administrative organizations, budgets, and legislation. Some deal in a preliminary way with potential areas and the

analysis of recreational needs. The recommendations vary from such general considerations as the continuation of the study to detailed matters regarding the development of individual areas.

Several of the preliminary State studies, which give an over-all picture and some general conclusions, indicate the desirability of continuing further study by regions and districts. Such procedure permits a more detailed consideration of the needs and special problems relating to the provisions of adequate areas and facilities. These district plans, however, will be correlated with the comprehensive State plan. This method has already been found advisable and has been recommended in Michigan, Pennsylvania, Tennessee, and Virginia.

In general, State park areas and acreage, especially those devoted to active recreation and providing day-use facilities within reasonable distance of metropolitan centers, have been found to be inadequate.

The recommendations included in these preliminary reports indicate a growing recognition of the importance of strengthening the personnel and administrative set-ups and the correlation of the work of various recreational agencies.

It has been found that there are virtually no recreational facilities available for the Negroes. This situation is especially serious in the Southern States where the Negro population varies from 25 percent of the total population as in Tennessee to 50 percent as in Mississippi. Because of their economic conditions and lack of means of transportation, it appears that recreation areas should be provided within a relatively short distance from their homes. All of the Southern State preliminary reports completed to date contain definite recommendations for Negro recreation.<sup>1</sup>

Considerable discussion is contained in the reports from Louisiana, Mississippi, and New Jersey regarding the potentiality and feasibility of providing extensive recreational opportunities for both children and adults in connection with school grounds under the direct supervision of the education authorities. The recreation report of the New Jersey State Planning Board of May 1938 recommends that "new school grounds should be large enough to allow not only liberal play space for children enrolled, but to permit further use as neighborhood play centers. . . . This means increasing the school-ground acreage to a size of from 15 to 30 acres . . ." It recommends also that small rural school grounds should be at least 5 acres in extent and provide a play area for organized games which might be used by the entire community.

The elimination of stream pollution is an important factor in the provision of opportunity for public recreation. The States have generally recognized its importance in conserving their recreational resources and a number of them are carrying out definite programs. The New Jersey report states that "The purification of streams is a critical and major problem of the State. Lakes, rivers, and streams are among a State's most important natural recreation assets."

These preliminary State studies serve to crystallize the

thoughts of the various cooperating agencies and to furnish a sound basis for the continuation of the work and completion of a comprehensive and integrated plan. It is expected that in a number of the States the recommendations contained in the reports will be used as a justification for obtaining new legislation and increased appropriations from the 1939 legislatures.

The review of a number of the preliminary State reports has brought out definitely the need and desirability of making certain regional studies prior to the completion of the State studies. The recreational needs of the residents of one State which are provided for by facilities in adjoining States, and vice versa, must be studied. Similarity of population characteristics, recreational resources, physiography, climate, and other factors require interstate considerations. The component parts of such regional studies which apply to an individual State may then be geared into the ultimate State plan.

Gratifying progress has also been made in the various correlative studies which are being conducted on a Nationwide basis in cooperation with other Federal, State, and local agencies. These studies include such subjects as park use, community recreation, fees, and charges, legislation, leadership programs, parkways, camping, hiking, and winter sports. All except the first two enumerated above are discussed specifically in other sections of the Yearbook.

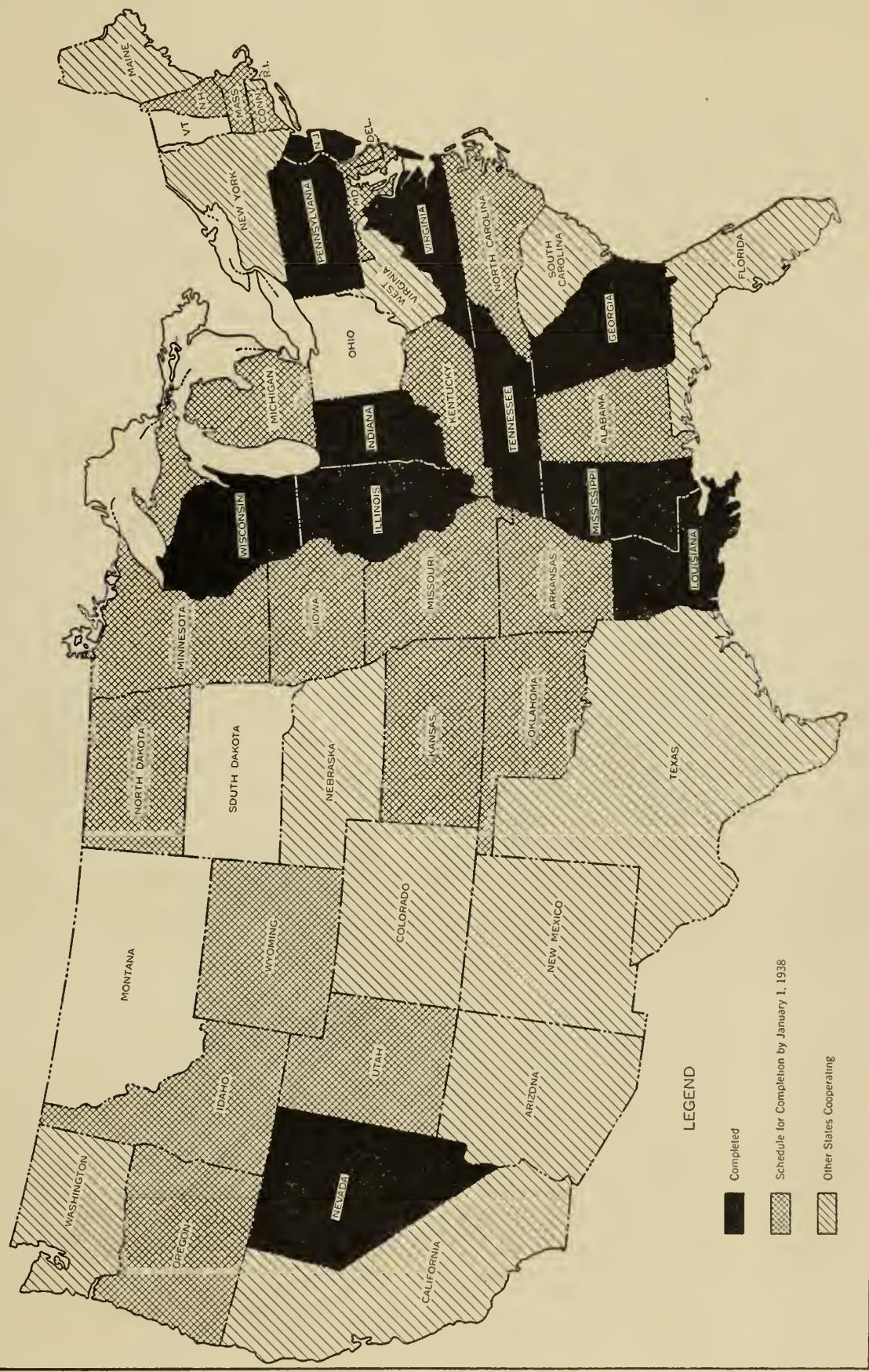
A Park-Use Study was undertaken this past summer on 292 State and local park and recreation areas throughout the United States by National Park Service, Civilian Conservation Corps, Works Progress Administration, State and local personnel. Information was collected on attendance, origin and income of patrons, use of facilities, habits and interests, etc., which will be valuable in determining the adequacy of present facilities and the need for additional provisions. The results of this study are now being tabulated and analyzed, and it is expected that the information will be published at a later date.

A similar study made on 86 selected areas in the Eastern and Southeastern United States in the summer of 1937 revealed a number of significant items: (1) approximately 88 percent of the visitors are urban or nonfarm dwellers; (2) a majority of the patronage comes from within a 25-mile radius by highway of an area; (3) scenic resources or exceptional opportunity for swimming appear to be necessary to draw any appreciable patronage from beyond a 50-mile radius; (4) day use is confined almost entirely to a 25-mile radius except where an area is located on a main highway leading out of heavily congested urban centers; (5) Saturdays, Sundays, and holidays draw about 60 percent of the total State park patronage. Twenty-five percent of the total weekly attendance comes on an average Sunday afternoon, while only 5 percent on an average weekday afternoon; (6) tourist use of State parks is negligible in comparison with total use, the average for all State parks in which records were kept being less than 5 percent; (7) patronage is about equally divided between men and wo-

THE PARK, PARKWAY, AND RECREATIONAL-AREA STUDY  
STATUS OF STATE COOPERATION AND COMPLETION OF PRELIMINARY OR TENTATIVE FINAL REPORTS

SEPTEMBER 30 1938

NATIONAL PARK SERVICE



men; (8) 77 percent of State park patrons are 18 years of age or over; (9) more than 55 percent of the park visitors in seven areas where special studies were made had an annual income of less than \$2,000; (10) the average number of persons per car visiting all areas studied was approximately four; (11) less than 50 percent of bathers at park beaches use bathhouse dressing facilities; (12) the activities of visitors to State park areas appear to rank in the following order: scenic use, picnicking, swimming, hiking, boating, sports, camping, horseback riding, fishing and nature study. These statements are illuminating but they cannot be considered conclusive, since they are based upon incomplete data taken over a relatively short period of time.

Emphasis has been placed on the study of large natural areas which are usually either in State or Federal ownership. It is recognized, however, that no comprehensive recreational plan of State-wide significance can be developed without due consideration being given to the provisions for municipal and metropolitan recreation. State and local needs are interdependent, and State and local areas, facilities, and programs should complement and supplement one another. The needs of urban dwellers and means of providing for their recreation must therefore be studied and correlated with plans of State and Federal agencies.

Municipal studies have been initiated in several of the Southern States, including Alabama, Georgia, Kentucky, Louisiana, and Mississippi. In the smaller cities simple inventories are being made of in-city facilities for general use in connection with the State studies. In some of the larger key cities a rather comprehensive inventory has been undertaken in cooperation with the municipal authorities, which includes data on existing and potential areas and facilities, administration, finance, leadership programs and other pertinent subjects which are desired by the individual authorities. This information will be helpful not only in supplementing the State studies, but it is hoped that the municipalities will formulate recreational programs which will be correlated with the city plan and provide adequate recreational opportunities for its citizens. Such studies are now under way in Louisville and New Orleans and it is contemplated that they will be undertaken in Atlanta, Birmingham, and other cities at an early date.

Special studies are under way, with advice and cooperation from the Advisory Committee on Skiing for the National Park Service, on the observation, analysis and reporting of snow conditions; on first aid, health and safety for skiers; on desirable practices in the design, construction and maintenance of winter sports structures and facilities; on desirable policies in the regulation and use of public lands for winter sports; and on the distribution of winter sports information.

Special problems being considered, with advice and coop-

eration from the Advisory Committee on Hiking for the National Park Service, include desirable practices in the development of trails and hiking facilities; first aid, health and safety for hikers and mountain climbers; desirable policies in the regulation and use of public lands for hiking and climbing; development and protection of "trailways"; and the distribution of hiking and trail information.

A forward step has now been taken in the preservation and perpetuation of the Maine-to-Georgia Appalachian Trail by the signing of a mutual agreement between the National Park Service and the United States Forest Service for promotion of the "Appalachian Trailway" as a distinct type of recreational area devoted particularly to hiking and camping. By the terms of the joint agreement a protective strip will be established along 546 miles of the Appalachian Trail traversing eight national forests and 158 miles in two national parks. It is proposed to obtain the adherence of the appropriate State agencies to a similar agreement for protection of this trail on all other public lands.

Millions of dollars are now being spent by the Federal Government in cooperation with State and local authorities on flood control, water conservation, and power projects. In connection with the development of these areas the planning for recreational use is receiving increasing recognition, especially in the more arid sections of the country where water is at a premium. The National Park Service has been requested to advise on the recreational planning and development for a number of these projects and in every case has endeavored to correlate proposed developments with the State plan which is being developed under the Recreation Study.

The sustained interest in the Recreation Study by the various Federal, State, and local agencies is indeed gratifying. Forty-two of the States are engaged in the work and their officials are devoting time to the study; 18 have assigned personnel on a full-time and/or part-time basis specifically on the study, and 27 have contributed substantial funds. WPA projects for assistance on the study have been approved in 21 States and assistance from WPA projects has been received in 13 other States. Much valuable information has been received from the various Federal bureaus, especially those under the Department of Agriculture, on lands and recreational facilities under their jurisdiction. The National Resources Committee, through its regional counselors and consultants, has contributed valuable assistance in more than 30 States. They have consulted and advised with State and National Park Service officials in all phases of the work and have been especially helpful in the difficult task of analysis.

The progress of the Recreation Study is particularly significant because a Nation-wide plan for the conservation and development of recreational resources will be evolved from the studies and recommendations of the States themselves.

# THE IOWA STATE PARK RECREATIONAL USE PROGRAM

by M. L. HUTTON, Director, Iowa State Conservation Commission

*To whom who in the love of Nature holds communion with her visible forms, she speaks a various language.*

—William Cullen Bryant.

IN THE EFFORTS of our Iowa forefathers to earn a livelihood there was too often a waste of the natural resources without thought to the needs of future generations. Had the importance of these resources been realized a century ago, the millions of dollars now being spent in the restoration of depleted soils, forests, and wildlife, and in the reclaiming of our streams would have been materially reduced.

Delay in an aggressive conservation program means further destruction of beauty, streams, forests, wildlife, and the natural resources and an increase in economic handicaps.

We believe that the practice of proper conservation principles is directly related to the understanding of such principles by the general public. We further believe that learning to enjoy and appreciate nature's many truths, beauties, and realities will create a desire to know more about nature.

The Conservation Commission seems the logical agency to assume the initiative in bringing about a cooperative and coordinated program whose objective is to encourage an enjoyment of nature and an understanding of conservation. The program can emanate from State headquarters, State park areas, and field personnel. Since no one agency can promote the whole program, it is necessary that all recreational, educational, and conservation agencies combine and coordinate their efforts in its promotion.

No recreation is more stimulating, more wholesome, more interesting, and yet less expensive than the enjoyment of nature. Our State park areas offer ideal facilities for such an activity. However, usage studies indicate that only a few of our many park visitors have availed themselves of that full enrichment of life which our parks have to offer. A leadership program which will enable the majority of park visitors to more fully understand and appreciate the beauties and realities of nature is a worthy park-usage undertaking. Such a program will make it possible for our parks to radiate conservation facts, aesthetic values, and recreational interests.

During the past year a better park-usage program was initiated, and a good foundation has now been laid for the better utilization of State parks and the furtherance of nature recreation and conservation education in the State of Iowa. We are only in the initial stages, however, as the program was not started until the summer of 1937.

With the wholehearted approval and cooperation of Mr. Harold Groth, Chief of the Division of Lands and Waters, and with interest being shown by the Recreational Planner of the National Park Service, Mr. Garrett G. Eppley, a State

park advisory committee was organized in Sioux City under the direction of Mr. Ferdinand Bahr, director of public recreation, for the purpose of promoting nature tours at Stone Park. The first sponsored tour at Stone Park, near Sioux City, was conducted by the National Park Service, and it proved to be enjoyable and successful. This advisory committee promoted successive tours, biweekly, throughout the summer. Local specialists served as lecturers.

The next achievement resulted when the Works Progress Administration Recreation Division, under the direction of Mr. Elston R. Wagner, assigned G. W. Wilson, a former college botany professor, as naturalist at Lake Ahquabi State Park near Indianola. In order to draw attention to the service of the naturalist, a nature tour was organized with lecturers drawn from the State Conservation Commission and personnel from Iowa State College, the United States Biological Survey, and the Soil Conservation Service. As a result of this successful event, an advisory committee was selected to assist Mr. Wilson, consisting of Mrs. F. C. Sigler, former president of the State Federation of Garden Clubs, Mr. Don Berry, local newspaper editor and publisher, and Mr. H. A. Baer, chairman of the County Wildlife Federation. Many successful nature walks were conducted, some with local specialists serving as lecturers. A self-guiding nature trail constructed by WPA proved quite popular.

An organization was later formed for the Palisades-Keppler State Park near Mount Vernon and Cedar Rapids. Dr. Warren Keck of Coe College was elected chairman, Mr. R. P. Ink of the County Wildlife Federation, vice chairman, and Mr. Nevin Nichols, Cedar Rapids city recreation director, secretary. This organization has conducted a number of nature walks with local lecturers and leadership being drawn from Coe and Cornell Colleges. Dr. Charles Keyes, authority on Indian archeology, served as lecturer on several walks.

A worth-while beginning had been made. However, it was felt that nature recreation and conservation should be carried into every community. Believing that a more effective program could be promoted if the various agencies concerned combined their best thoughts and efforts, it was decided that a State meeting should be called for that purpose by Miss Agnes Samuelson, State Superintendent of Public Instruction, and former president of the National Education Association. Miss Samuelson invited about 50 representative leaders from colleges, universities, public schools, youth, recreation, conservation, and Federal agencies, etc., to meet on February 5 in Des Moines. Although the weather was quite disagreeable for travel, 64 persons manifested their interest by attending. Some

traveled 200 miles at their own expense. Following is a brief outline of the plan presented:

1. Program was to be regarded as a continuation of existing programs.

2. Programs to be promoted by means of existing agencies.

3. Existing programs to be improved by coordination, cooperation, and concerted action.

4. Future of program to be determined by those concerned.

5. It was explained that this was a program that should attempt to interest the general public, and especially youth, in an enjoyment of nature and its environment, in order that such enjoyment would lead to a greater understanding of conservation problems. Direct contact with nature in State and local parks, fields, backyards, etc., was cited as the best contact for the enjoyment of nature. Nature projects should include the fields of botany, zoology, geology, astronomy, archeology, and local history. Further explanation stressed that it would be desirable to employ a limited, qualified personnel to direct the program in State and local parks, schools, and camps.

#### 6. Recommended committees.

(a) *Executive*.—To coordinate work and assign functions to other committees. To execute recommendations.

(b) *Projects Committee*.—To prepare or approve prepared projects in nature recreation and conservation education for use by individual persons, agencies, clubs, and communities.

(c) *Program Planning*.—To recommend necessary organization and program to be desired.

(d) *Publications and Publicity*.—To prepare publicity and bibliographies and to suggest methods whereby existing publications may be utilized; also, to recommend the desired kinds of publications necessary for a successful program.

It was unanimously agreed that the recommended plan, in general, be adopted.

As a result of further procedure at this meeting, committees were formulated, with chairmen as follows:

*Executive Committee*.—Paul C. Taff, Assistant Director, Extension Service, Iowa State College, Ames, Iowa.

*Projects Committee*.—Miss Lillian Hethershaw, General Science Department, Drake University, Des Moines, Iowa.

*Program Planning Committee*.—Mrs. Edith Barker, Head of Girls 4-H Clubs, Extension Service, Iowa State College, Ames, Iowa.

*Publications and Publicity Committee*.—John R. Fitzsimmons, Landscape Department, Iowa State College, Ames, Iowa.

Certain people were selected to serve on each committee as consultants and advisers, such being representatives of the various educational institutions, other State departments, various conservation agencies, agricultural organizations, and certain news agencies and publications.

The committees met again on the morning of March 12 prior to the second general meeting called for that noon. Sixty-five persons attended.

The program initiated through 1938 has been in accordance with the various approved committees' recommendations. It should be kept in mind that no attempt is made to move too fast. We expect to do thorough work with an expansive program, and those concerned believe that within a few years we will be able to point to a very worthwhile program which has extended into all corners of our State.

As a result of committee recommendations, three naturalists were employed under the Division of Lands and Waters. The naturalists and assignments for 1938 were as follows:

M. T. Jones—A graduate of Iowa State College, and president of the State Ornithologist Club. At Ledges State Park.

Wilfred D. Crabb—A Morningside College graduate with a fellowship in the Zoology Department of Iowa State College for 1938 and 1939. At Stone Park.

Emmett B. Polderboer—An Iowa State Teachers College graduate. At Backbone State Park.

G. W. Wilson—Continued as naturalist at Lake Ahquabi State Park by the Works Progress Administration.

Salary and schedule arrangements allowed the first three named naturalists to give a portion of their time to graduate study.

A naturalist training course was planned by the committee members and Mr. Groth. This was conducted on the campus of Iowa State College and at the Ledges State Park. The instructors were drawn from the faculty of Iowa State College and the WPA Recreation Division. Enrollees included advanced students from the college. The course consisted of lectures, discussions, and trips. The topics covered included subject matter, nature walks, the constructing of self-guiding nature trails, nature exhibits, community contacts, organization and publicity.

The Sioux City Advisory Committee, under the direction of Mr. Bahr, continued its interest in Stone Park with renewed vigor. Under the committee's direction a different organization sponsored a nature walk each week with local specialists serving as lecturers. Mr. Crabb, Stone Park naturalist, organized nature walks, edited an information bulletin published by the Sioux City Recreation Department, and, for the information of the general public, provided data and identifications along the trails and throughout the park.

The Botany and Extension Service of Iowa State College served in an advisory capacity to Mr. Jones, naturalist at the Ledges State Park. A leaflet entitled "Nature Notes," edited and distributed by Mr. Jones, was published by the State College Extension Service. Its popularity was evidenced by the fact that out of approximately 300 "Nature Notes" distributed weekly within the park only 10 were reported by the custodian to have been discarded within the park boundaries during the season. Many nature walks, self-guiding nature trails and weekly exhibits, provided by the naturalist, proved exceedingly popular. As a result of the interest engendered, the Ledges Nature Club,



A group on a nature walk through Lake Ahquabi State Park, Iowa, listening to a talk by their leader.



Studying nature at first hand in Stone Park, Iowa.



Making use of the self-guiding nature trail in Stone Park, Iowa.



The beach provided for day use at Swift Creek Recreational Demonstration Area, near Richmond, Va., has proved tremendously popular  
{Photo by Virginia Conservation Commission.}



Fishing and boating are other forms of recreation available to the general public at Swift Creek Recreational Demonstration Area.  
{Photo by Virginia Conservation Commission.}



A platform erected on the beach in the shade of adjacent trees is used for public entertainments at Swift Creek Recreational Demonstration Area. {Photo by National Park Service.}

composed of local citizens, was organized to assist Mr. Jones and continue the naturalist program. A 1939 program has been outlined by the club. Group camps near the ledges made extensive use of the naturalist's services. The State Extension Division secured Mr. Jones as one of the faculty for its State 4-H Club conservation conference.

A committee representing five communities within a 20-mile radius of Backbone State Park assisted Mr. Polderboer, park naturalist, in securing splendid publicity, and in planning a special park appreciation day. This naturalist secured the cooperation of conservation club members and college science departments for special events. He found his services as nature guide in constant demand.

Nature study activities at Lake Ahquabi State Park in 1938 increased greatly over the preceding season. Mr. Wilson stated that last season's need for the encouragement of participation in a nature recreation program was reflected in this season's attempt to supply the demand through his leadership.

Each of the naturalists has regarded himself as a community naturalist. Lectures have been given to civic and youth groups outside the parks. Publicity has included radio interviews and broadcasts. Close contact has been kept with the advisory committees. Some of the advisory committees have continued their activities during the school year. Programs of the naturalists have included campfire councils and educational movies. Subjects covered have included botany, zoology, geology, archeology, astronomy, local history, conservation and park policies, etc. In each instance the local park custodian has expressed himself as being very much in favor of the naturalist and his program. In some instances the naturalists have resided at the CCC camps, the CCC personnel cooperating with and endorsing the program wholeheartedly.

Some remarks made by park visitors are: "You have shown us new and different things every time we have come this summer. I've lived around here all my life, but you have shown me things I didn't know were here." A family of five from Chicago, after being guided over trails for two and a half hours, remarked: "We have enjoyed this a lot more than going to a show or anything in town." An out-of-state tourist was heard to remark: "We don't have any guide service in our State parks, but we will if Iowa can have them."

Average attendance on nature walks averaged about 2,000 per park this season. Many other persons made use of the self-guiding nature trails, special programs, etc.

To date emphasis has been placed on nature activities, because that has been felt to be the most needed at this time. However, a State park winter sports program is growing in popularity, and the emphasis on the naturalist program can be carried right over into sports. Local organizations are offering their cooperation in connection with winter sports. The Sioux City advisory committee has added winter sports as a Stone Park activity.

The committees appointed last winter have continued their work. The projects committee has prepared projects, and is preparing additional projects. The publication and publicity committee has prepared a bibliography for use by local agencies. The extension service of Iowa State College has offered to publish material for use.

The State WPA Recreation Division has published an instructive pamphlet on Nature Trailing.

We hope that music and pageantry can play a more important part in the program next season.

The Iowa Conservation Commission has made progress in other phases of its educational and administrative programs. In 57 counties committees or leagues have been organized to cooperate with the commission. More than 2,000 talks have been given by conservation personnel on conservation matters. A sound film, Iowa Comes of Age, has been prepared for Iowa theaters. It will be shown in 350 theaters, and it is estimated that it will reach one-half of Iowa's population. Sixteen millimeter sound films will be available for schools, civic groups, and miscellaneous gatherings. The film presents the State park beauty spots, recreation phases, conservation needs, relationships, and measures in an entertaining and effective manner.

There has been more interest and participation in conservation this year than ever before. The McGregor Wildlife School had its largest attendance in 10 years. The Des Moines League of Women Voters is holding a 2-day conservation training school. The successful 4-H conservation conference was encouraging to the commission.

The State Conservation Commission is appreciative of the aid and cooperation given to the recreational use program by the National Park Service through Mr. Thomas J. Allen, Jr., regional director, and Mr. Garrett G. Eppley, recreational planner. Mr. Eppley was responsible for the initiation of the park-naturalist program and the organization of cooperative meetings on nature study and education during 1938. He has maintained throughout the progress of the work a close contact with committee members and the commission through Mr. H. W. Groth, Chief of the Division of Lands and Waters.

# THE PROGRAM DEMONSTRATION AT THE SWIFT CREEK RECREATIONAL AREA

by IAN FORBES, *Recreation Planning Consultant, National Park Service*

IN 1934 serious consideration was given by the Federal Government to the wise use of land. Studies of this problem led to the conclusion that many areas would render their most beneficial social and economic use as centers for recreation activities.

An area of approximately 7,600 acres lying practically equidistant from the cities of Richmond, Petersburg, and Hopewell in Virginia was acquired for this purpose by the National Park Service as part of the Federal land program. Its name was suggested by the clear, rapid stream which transverses the area, known as Swift Creek.

A dam built across Swift Creek and another across its tributary, Third Branch, formed two attractive lakes, one 152 acres and the other 32 acres in size. Two organized camps were built with accommodations for nearly 200 campers. A bathhouse and public swimming beach were provided, and the two old cabins were put into condition for use as a nature-appreciation center and a craft shop. The necessary roads, parking areas, and sanitary facilities were installed and picnic grounds and hiking trails were made available.

With these facilities it was believed that the area presented an opportunity to demonstrate the desirability of certain types of organization, leadership, and program in connection with natural areas. Accordingly, a representative of the Service was assigned to organize this demonstration.

Certain principles were projected as a basis for the use program:

1. That the area would render its greatest service if its activities were thoroughly integrated into the life of the communities surrounding it.
2. That this could be accomplished only if local citizens should have a voice in its management and should assume definite responsibility for its functioning.
3. That all services should be provided on a nonprofit basis and that all revenues should be used to enrich the program.
4. That a broad program of activities should be organized under competent leadership.
5. That the area and its facilities and leadership should render a service throughout the whole year.
6. That good-program leadership would eliminate the necessity for repressive control.

The day-use area was opened to the public on July 2, 1938, and prior to that time plans were made to put these principles into effect. Since it is contemplated that the area will, in a short time, be turned over to the State of Virginia for operation, the cooperation of the Commissioner of Con-

servation of that State was obtained in selecting a group of citizens representative of nearby communities to serve on a recreational council, which body would be responsible for the recreation program on the area. Twelve citizens from Richmond, Petersburg, Hopewell, and Chesterfield County accepted this responsibility and later augmented their number to 18. Since no public funds were available for this purpose, the council pledged themselves for the necessary amount to finance the program.

While the council was primarily concerned with the recreation program, certain accommodations of the public were necessary, such as refectories and the checking of clothing of bathers. In considering these problems of operation, this council agreed that the best interests of the public would be served if no commercial agency were introduced. They therefore formed themselves into a non-profit corporation and assumed responsibility for the operation of all revenue-producing facilities and used the proceeds to defray some of the expense of the recreational program.

A staff of recreation workers was secured from the Recreation Division of the Works Progress Administration of Virginia to augment National Park Service personnel assigned. The Recreation Council supplemented the salary of the supervisor of this staff and employed additional personnel to operate the bathhouse, refectory and the rental of boats.

A council member in each of the communities conducted an information center for his community, interesting the various organizations and individuals in the program on the area and scheduling various outings, picnics and other events. Schools, industries, clubs, youth organizations, churches, and other groups were approached. On the area the WPA leaders provided instruction in swimming and lifesaving in addition to lifeguard service, while at the craft shop, individuals or groups were offered an opportunity to learn pottery, metal and leather work, woodwork, basketry, beadwork, the making of bows and arrows, and sketching.

At the nature cabin, nature guides are available to lead groups along the trails and to identify and interpret natural objects or phenomena. A museum was built up in the nature cabin during the summer by the participants in the program.

At the beach, in addition to the swimming activities, the council provided equipment for horseshoe and quoit pitching, volley ball and badminton and a recreation leader assisted with dodge ball, beach tennis and a variety of other games.

A tot's playground was enclosed by a low fence which extended into the shallow water. Here mothers could leave their small children in the care of a leader and the youngsters could wade and splash, make sand castles, play games or listen to stories in perfect safety, while the parents were free to enjoy other activities.

A platform was built at one end of the beach and a small shelter housed a piano. A music leader would start playing and presently a group would surround her and the singing would begin. Successive groups would assemble in this informal manner throughout the day. Altars were built on either side of the platform and once a week fires were lighted on them and hundreds of people would gather to sing, the leader coming from one or another of the nearby communities. Here also entertainments were presented on Saturday afternoons and National Youth Administration band concerts on Sundays. Twice weekly, people received instruction in rhythmic.

Picnic groups, either before or after they arrive, arrange with the recreation leaders for a full day's program of varied activities.

One of the most used centers this summer was a camp site where only water and sanitary facilities are provided. Groups brought their own tents and stayed for 1 or 2 weeks or for a few days. This camp site was used constantly by boy scout groups who found leadership in the area staff for all the activities in the scout program.

The public responded enthusiastically to the program and repeatedly expressed their appreciation of the fact that the whole operation was conducted on a community basis. Newspapers and radio publicity announced the opening and explained the program and method of operation. On the first Sunday the stream of traffic was so heavy that, for the first time in history, traffic policemen were put on duty at Chesterfield Courthouse, where the roads leading to the area converge. Six thousand people were admitted to the park and 500 cars were turned away.

Additional provision for parking made it possible to accommodate 7,500 people on a single day a few weeks later.

From July 2 to September 30, 100,055 people visited the area and it is still being well patronized during the fall and winter months, largely by individuals and groups who have become deeply interested in one or more of the cultural activities offered.

People caught the spirit of the undertaking. The area became a family center. No vandalism occurred and no conduct problem presented itself. The council provided one badminton set and a week later five sets were brought by visitors. An artist painted two pictures of the area and presented them to the park. The following is from an unsolicited letter which appeared in one of the Richmond newspapers:

"I want to take this opportunity to express my appreciation for the fine recreational facilities at the new Swift Creek Park. You newspapers have printed plenty, but you still can't imagine how fine it really is.

"Most such places, you know, are for people who have plenty of time and money to enjoy them. But Swift Creek is convenient to a lot of us who couldn't go any other place.

"And another thing. The attendants are very courteous. You know when something is free you sometimes run into argument. But over there they treat you like they want you back—like you were a valued customer.

"I tell you—it's fine!"

The experiment has demonstrated that people do respond enthusiastically to recreational leadership on extensive natural areas and that they welcome opportunities to participate in a wide variety of activities. The recreation council is giving enthusiastic and consistent effort in furthering the program. Only a beginning has been made but results so far indicate that the principles upon which the program was inaugurated were sound and that there is every prospect for increased success as the years go by.

## PARKWAYS FOR THE NATION

*By A. P. GREENSFELDER, St. Louis, Missouri; Chairman, Civic Development Department Committee, Chamber of Commerce of the United States*

IT IS A LONG CRY from the wide expanse of the original American wilderness to the cut-over timber lands and desecrated scenic areas that remain today.

It was only by the Herculean efforts of a few far-sighted citizens that the first national park, the Yellowstone, came into being only a few generations ago. Bit by bit, however, as more people came to realize the wisdom of such a course, and undertook to enroll under the leadership of these wise

conservationists, has the national park system grown to its present importance in the life of the Nation.

Beginning generally in the far West where nature hid its scenic wonders from the valley trails and mountain pass routes of the early settlers, these wonderful park areas have, one after the other, been set aside by Congress and the President since the establishment of Yellowstone as the first national park in 1872. Particularly notable has been the educational

leadership in this regard of both President Theodore Roosevelt and President Franklin D. Roosevelt. During the administration of the latter, under the guidance of Secretary of the Interior Harold L. Ickes, the national park system has grown by leaps and bounds. Today it is recognized as one of our finest national assets. How well do I recall a meeting in St. Louis not more than 10 years ago, when Horace M. Albright, then Director of the National Park Service, defined a national park as "an area of such scenic quality and natural attractiveness that citizens from the other 47 States would be attracted to the particular State containing that site."

Such a program raised the problem of ways and means for visitors to reach such areas. Early enthusiasts were content with the stage coach. The next generation used the railroads. Then, after the World War, in order to provide employment for our returning soldiers, America undertook the planning, construction, and development of a Nationwide system of Federal-aid highways. These very properly included major primary commercial thoroughfares for commercial traffic between commercial centers. There followed supplementary highways connecting the national capital with State capitals and county seats. After this there came the network of "farm-to-market" roads which were all-weather routes to pull America out of the mud, and permitted the farmers and their families to attend churches and schools and readily market their products in urban centers.

Currently with the development of our highway system, there was developed the automobile. This ingenious horseless vehicle provided the mobility for the Nation to reach every corner of the country with comfort and speed. The evolution from the single cylinder buggy to the 8-cylinder closed car of today, capable of making a speed of a mile a minute, day or night, winter or summer, within the price range of millions, is the wonder of the age. Today, America contains more automobiles per family than any other nation in the world. Perhaps tomorrow we must provide "flight strips" for winged autos. Every family of today travels thousands of miles annually. Thus we have arrived at the time when Americans are rebelling against the need of following, mile after mile, commercial trucks wherever they go. Out of this demand there is rapidly arising a national need for separation of passenger from commercial traffic. It is a demand on behalf of safety as well as sightliness. Simultaneously, there is appearing the ever-growing popular requirement for roadside development, "highway's fourth dimension." Even our prosaic, efficient engineers are rapidly realizing that ways of transport are not only for vehicles but also for the people that ride in them. A demonstration sample, the Henry Shaw Gardenway, is being developed near St. Louis. It is an elongated park, 35 miles long, between two public gardens. It is viewed every week by more people than any other park in the region.

Parkways are essentially ways between parks. The country parkways will not imitate city-made boulevards or

even metropolitan parkways, but will be rural ways providing leisure routes of visual and mental refreshment. The current tendency is becoming a strong factor in urging parkways for the Nation. In recognition of this movement, Congress enacted in 1936 an Act, Public 770½, which authorized the Secretary of the Interior, through the National Park Service, to undertake with the respective States a comprehensive study of park, parkway, and recreation-area facilities. It provides "said study shall be such as, in the judgment of the Secretary, will provide data helpful in developing a plan for coordinated and adequate public park, parkway, and recreation-area facilities for the people of the United States." This act was offered and urged for passage primarily because it was believed that it would assist greatly in promoting such park and recreational development in the States as will complement the public service rendered by the national parks and ultimately give this country a system of park and recreational areas genuinely national in scope and usefulness.

Modern America, mechanized and industrialized as it is, can pretty generally, in most of its major industries, produce with 40 hours of man labor a week, all that the rest of the Nation can afford to purchase of such products. This is the first time in the world's history, therefore, that man can produce as quickly as he can consume. Modern machinery is rapidly furnishing the implements, and man's ingenuity is overcoming the handicaps which still hinder the full application of this principle. Human drudgery is being minimized and comforts maximized. Thus, American labor, both urban and rural, will have increased leisure week ends and yearly vacations. This is rapidly stimulating a tremendous demand for parkways for the Nation, connecting the urban, county, State, and National parks and public reservations of all kinds into a Nation-wide system. The 2-week annual vacation is rapidly becoming a general prerogative. I foresee in the years not too far in the future when perhaps a week every quarter will become a general vacation arrangement. Perhaps a week at Christmas in midwinter, around Decoration Day in the Spring, about the Fourth of July in midsummer, and around Labor Day in the Fall will be the order of the program. This will permit folks, Nation-wide, to enjoy quarterly the seasonal beauties of Nature's glorious handicrafts.

A good start on parkways for the Nation has been made. Here and there over the country, bit by bit, mile after mile, parkways are being dreamed, constructed, and maintained as samples of what the Nation will have in the years ahead. The Blue Ridge Parkway in the East, and the Natchez Trace in the South are under construction. A western and eastern park-to-park highway has been shown on maps for a number of years. The Columbia River scenicway has been in use for a number of years.

At a meeting in St. Louis on October 11, 1938, Secretary Ickes, with his noted vision and initiative, concurred with a committee of Governors and an executive committee of an interstate parkway group, to study a program and plan for



A section of Colonial Parkway at Colonial National Historical Park, Virginia, where it lies adjacent to the York River, seen in the background at right. *{Photo by National Park Service.}*



The Blue Ridge Parkway, under development by the National Park Service. This scene is in North Carolina near the Virginia line. *{Photo by National Park Service.}*



This family is enjoying lunch at one of the 2,500 roadside picnic tables along the Michigan State trucklines. *{Photo courtesy of Michigan State Highway Department.}*



A tourist information lodge on U. S. Route No. 12 near the Michigan-Indiana State line, operated by the Michigan State Highway Department. An attendant gives out free, accurate information to tourists entering the State. *{Photo courtesy of Michigan State Highway Department.}*

a Mississippi Parkway from the source to the mouth of the Mississippi River. It is hoped that the first section of this national parkway can be initiated at the quadricentennial of the discovery of the Mississippi River by Fernando De Soto in 1541.

It will permit a peaceful penetration into the interior of the Nation of such constructive value and continuing usefulness as will increasingly place this midcontinent river within ready access of the Nation's travelers. It will provide creative employment of everlasting value.

This parkway, serving 10 States containing 30 million people owning nearly 6 million passenger automobiles, will provide a "view-way" of unparalleled beauty. Such a popular playway connecting the recently created 26 lakes on the upper Mississippi River with the scenic attractiveness of the Southern States, will provide a North and South tourway for the Nation's "travel trade."

This "trunk" parkway will doubtless be the beginning for connecting branch parkways up the major tributary river valleys. It will have its roots in the delta of the Gulf of Mexico and its tip on the uplands of Minnesota. Such a naturally landscaped tourway, with its numerous scenic areas and conservation reservations en route, arranged essentially for passenger traffic, would supplement "farm-to-market" roads. This parkway would, in essence, become a "market-to-farm" thoroughfare in that it would bring the consumers of the cities past the very gates of the farmers.

While we talk of these parkways under construction, parkways which are now being promoted by interested citizens of various sections of the country, one wonders whether the entire scheme of things has been clearly thought out. We are cognizant of certain facts. We know that due to changing conditions in transportation and other economic factors, it is necessary to go back and widen the roads to provide for faster travel, more recreational travel, etc. We know that we are becoming more travel minded. We know that in many cases our existing highways have become so commercialized that they have ceased to be satisfactory to the recreation-seeking public. We know to a great extent what our people need and are seeking for recreational purposes. We know that we must provide more and more

park and recreation facilities to meet the demand of our people. We know that the scenic and out-door park and recreation facilities provide a clean, wholesome type of recreation which will do our people the most good. We know that Congress provided a vehicle to study and plan a land-use program to furnish these things when it passed Public 770½ (Park, Parkway, and Recreation Study Act). These are not dark, hidden secrets, but have become common knowledge. Therefore, why do we not provide sufficient funds to see that at least a preliminary study for a parkway system is made? We have excellent organizations which can make these studies. They would give consideration to them now, were sufficient funds available. The basic law provides for such a national parkway system study to be made by the Secretary of the Interior, acting through the National Park Service. That organization has an excellent working arrangement with the Bureau of Public Roads, of the United States Department of Agriculture in which the Bureau assists them on all major road work. The Bureau of Public Roads is actually constructing these parkways, with funds made available to the National Park Service, under the general supervision of the park and planning units of that Service. The Secretary of the Interior, as Chairman of the National Resources Committee, has brought together the National Park Service and the various State Planning Boards, through the National Resources Committee representatives on these Boards, to study the Mississippi Valley Parkway. We know that these parkways, as undertaken to date, are sound. However, the problem becomes deeper as these parkways gradually grow together and form the network of parkways for the Nation.

Therefore, I suggest that sufficient funds be made available immediately to provide for a plan of a national system of parkways. Such a study does not necessarily mean that we should enter into a large scale parkway system construction program immediately. It will mean making available information so that as the pleasure travel increases, roads become crowded and additional roads are necessary, units of this parkway system can be built along sound lines to divert recreational travel from our existing highways, leaving them more available for farm-to-market and commercial traffic.

# ROADSIDE DEVELOPMENT IN MICHIGAN

by VARNUM B. STEINBAUGH, *Deputy Commissioner - Chief Engineer, Michigan State Highway Department*

ROADSIDE IMPROVEMENT is one of the more recent developments in highway engineering. In fact it is only in recent years that the public has given the highway engineers a chance to think about this phase of their work.

With the development of automobiles there came a pressing demand for more and better roads. The automotive engineer did his part and produced a machine that made former speeds seem like a snail's pace. He was closely followed by the highway engineer who directed his efforts toward improving highways so that motorists could travel faster and farther. Transportation was the goal. The appearance of the roadside or the country through which the highway passed was then a minor consideration. Roads, roads, and more roads was the cry on all sides.

With ribbons of concrete and other types of highways stretching for miles in all directions, the novelty of driving over them began to wear off. It was not enough merely to guide an automobile along a highway as it connected one town with another one. So far as commercial traffic was concerned, those first highways served their purpose.

But then, as now, a large proportion of the traffic on our roads was composed of tourists and pleasure motorists. We no longer have to guess at this fact. The Michigan Highway Planning Survey has shown that 60 percent of Michigan's traffic which exceeds 10 billion vehicle miles annually, is social and recreational. Motorists today are demanding something more than a roadbed, and I believe that our modern highway engineers are obligated to provide it. Modern highways must have an aesthetic appeal, if they are to measure up to their full requirements.

Roadside improvement is not merely a covering up process. It is true that many roads have been built so that they are scars across a once beautiful landscape. While strenuous efforts should be made to cover these scars and restore nature's own handiwork, we must start our work much earlier.

To develop a highway system that has aesthetic as well as utilitarian value, early planning of the roadway itself is necessary. In other words, instead of waiting until the finishing touches have been put on a new highway, before giving thought to its aesthetic qualities, we should start our work with the location engineer, and then follow through with each successive step of development.

The location engineer and right-of-way buyer probably have more to do with the ultimate beauty of a highway than any other persons in a highway department. Proper design and construction cannot be neglected, however.

Location of the highway should take advantage of the natural beauty of the country. Without sacrificing distance or economy it is often possible to bring a new highway into

view of an inland lake, a rock formation, a woods or a river. And with proper study, unsightly or uninteresting country can be avoided.

Michigan has 2,200 miles of shoreline on four of the Great Lakes. Already great stretches of this coast line are connected with shoreline highways. State Highway Commissioner Murray D. Van Wagoner has made notable strides on what some day may become a continuous, scenic highway in Michigan bordering the Great Lakes.

Our standard for the construction of a coastal highway is that motorists may view the water at least 50 percent of the time. This does not mean that a highway must follow the beach all of that distance. A panorama of the lake from a high hill 2 miles back from the water often has more charm and appeal than a close-up view.

One of the outstanding examples in Michigan of this type of highway is the shore road, US-2, northwest from St. Ignace to Brevort in the Upper Peninsula. This stretch of highway skirting Lake Michigan is a relocation of old US-2 which is far inland. The relocated scenic highway has cut the driving distance nearly in half from St. Ignace to Brevort saving 17 miles as compared with the old route.

Relocation of old roads bringing into use modern appreciation of attractive landscape features offers a great opportunity for improving the appearance of our highways.

Good practice in design and construction must not be overlooked. If the highway traverses rugged country a great deal can be accomplished in designing graceful curves. Safety requirements have ruled out the sharp, flat curves of the past. The long, sweeping curves of modern road construction insuring clear vision ahead at all times, have done much to improve the appearance of the road.

Rounded back slopes and shoulders which blend with the landscape, and the avoidance of sharp ditch lines all help in attaining symmetry and balance in the finished highway.

Having covered some of the important factors in new highway construction let us turn our attention briefly to the vast mileage of highways that were built from 10 to 30 years ago when less attention was given to aesthetic qualities than today. Far greater mileage is involved in these roads than in newly constructed highways. What can be done to improve the appearance of these older highways?

Effective selection, arrangement and planting of shrubs, evergreens and deciduous trees, in time will help immeasurably to improve the appearance of highways leading through barren country.

One of the first and most elementary steps is the sodding of back slopes. With this work comes the planting of trees and shrubs along steep banks or along highways which are not protected by natural growth.

In the preservation of the natural attractiveness of Michigan roadsides, we have made some very definite progress in recent years. For example, the ravages of insect pests which annually attack certain trees along the roadsides are controlled by spraying. More than 55,000 shade trees were treated last summer in 42 counties of the State. Four power sprayers manned by crews of four and five men were kept busy touring the highways, spraying infected trees. More than a half million gallons of lead arsenate solution were used in this work. This year the program will be expanded to include more trees and a longer spraying season.

Trees along the trunklines are inspected at least once every 3 years. Dead limbs are removed and if the tree is of questionable value or nearly dead, it is removed. In this connection we have a strict control over the activities of public utilities using the State right-of-way for pole lines. No work can be done without first securing a permit from our office. Any tree trimming necessitated by the erection of pole lines is done on the side of the trees farthest from the traveled portion of the road.

In Michigan the planting of long stretches of roadsides through uninteresting country has given way in the last 3 or 4 years to the concentration of work in the roadside parking developments which now dot the highway system. These developments give the highways an atmosphere of restfulness and welcome.

And with a relatively small amount of money to spend for roadside improvement a much better total effect can be obtained by doing a complete job in a small area than by spreading the work thinly over longer distances.

Here's the way the Michigan Highway Department goes about building a roadside parking area: At many points throughout the State, the Department owns more right-of-way than is required for the road itself. Those points which have outstanding scenic possibilities are carefully selected and examined for further development and in many cases new sites are purchased specifically for parks. Undesirable underbrush is removed. Sometimes trees are removed and transplanted to give a more pleasing appearance or to open an especially scenic view. At other points additional trees, native to that section of the State, are planted to improve the appearance of the area.

A rustic theme is followed throughout. Any buildings, such as shelter pagodas, well shelters, or comfort stations are built of logs and with rustic design. Rock work is also frequently applied, especially around springs or streams where pools or small cascades can be constructed. Adequate parking places are provided adjacent to the highway and paths lead to various points throughout the development. Rustic picnic tables are also provided and pure drinking water is near at hand.

These roadside parking areas or stopping places should not be confused with the general policy of placing picnic tables along the roadsides. For the past few years the Department has made it a policy to place roadside tables

at frequent points along the highways. These tables are set out singly or in groups of two or three according to the shade and other features of the place. There will be nearly 2,500 of these tables along the roadsides in Michigan next summer. It was largely due to the success of this policy that the more extensive roadside developments were attempted.

As I stated earlier, such a program of roadside improvement is relatively new in the field of highway engineering. At first we proceeded rather cautiously. Many persons looked askance at any extensive program for roadside development. Today, however, Michigan is going ahead with confidence, knowing that this program is for the best interests of the highway system.

In advocating a continuous and rather extensive policy of landscaping and roadside improvement, Commissioner Van Wagoner has been a hard-headed businessman, as well as an advocate of scenic roads.

It has been definitely proved that roadside development reduces maintenance costs. For example, in Gogebic County in the Upper Peninsula, the average cost per mile of snow plowing varied between \$78 on roads bordered by thick forests and \$350 on roads completely exposed to the wind.

Consider this too. A comparison of year-round maintenance costs on two gravel roads in the Lower Peninsula—one through forest land and the other through comparatively open country—shows that per-mile costs were about 42 percent lower on the protected road. Not only were snow removal costs reduced, but dragging and dust treatment costs were also much less, due to the protection afforded by roadside trees.

Erosion is one of the worst enemies of the highway builder. Wind and rain are constantly at work to tear down and wash away backslopes unprotected by sodding or shrubbery. Thousands of dollars are saved annually by adequate sodding and other erosion control work.

But even economy in road maintenance is not the only justification for roadside development and improvement. Much can be done to promote highway safety through an intelligent roadside program. I have mentioned our practice of preserving and developing stands of roadside timber. The next time you have occasion to drive at night, in a fog, or even in a snowstorm, just notice how much you are aided where trees outline the road.

And that is not all. Maintenance workers are constantly on the watch for dead limbs or dead trees. When these are discovered, they are immediately removed. This means that the motorist can proceed secure in the knowledge that his path will not be obstructed by limbs or trees blown across the highway. Trees throughout the trunk line system are carefully trimmed to provide better sight distance. This is especially true at railroad crossings and intersections.

There is one other safety factor in roadside improvement. Concentrated roadside developments are provided with driveways and parking areas. It has been found that truck

drivers and tourists who have been behind the wheel for long periods of time are using these convenient places to stop for a few minutes relaxation. Frequently they pause for a short nap. Just how many accidents have thus been prevented it would be hard to say. But it is certainly logical to assume that, without a convenient place to stop for a rest, many motorists would continue their journeys though feeling rather drowsy.

Scenic turnouts, or simply additional parking space beyond the shoulder limits, also have great safety value, in addition to furnishing real pleasure for motorists. These turnouts are constructed at vantage points along the highways, where there are unusually pleasing scenic views. The motorist drives onto the turnout and pauses as long as he wishes, without danger from other traffic.

The economy and safety of roadside improvement alone go a long way toward justifying a program such as I have described. But there is another value which cannot be accurately determined and which far outranks any others. It is as difficult to ascertain the real extent of this value as it is to determine the real extent of the value of goodwill in a private business organization. It is difficult to describe this new value because it is an atmosphere or character which is given to the highway system.

Most of us can recall the days before automobiles when highways were friendly, restful places. It was not unusual to pass an acquaintance and stop for a friendly word or two—the horses seldom objected. Travelers had a chance to observe in detail the farms and countryside. The highway of that day had a friendly atmosphere.

Contrast this with the highway of more recent years. Hard-surfaced, high-speed arteries are built by engineers spurred on by an incessant demand from motorists who were anxious to try out their new-found power. But the novelty of high-speed travel in time wears off. Mile after mile of pavement becomes tiresome and monotonous.

Today sound engineering is combined with a keen understanding of the relationship between highway engineering and roadside improvement. In other words, we are restoring to our roads a friendly atmosphere through roadside improvement. We might call it "Humanizing the Highway."

We all recognize that the primary service of the highway is and must be to transport persons and goods from one place to another. But at the same time our roads are fulfilling this purpose they can be made to serve a more social purpose.

Not long ago a friend of mine returned from a trip through the Ozark Mountains. He marveled at the scenery which some of the highways offered, but he said he had only half enjoyed it. There were no places where he could turn his car off the highway to enjoy an especially fine view. If he slowed down perceptibly, it was only a moment before a truck or some other motorists close behind spoiled his contemplation of the landscape with long blasts from the horn. A few well-chosen scenic turnouts along the highway this gentleman was following would have given it a friendly and sociable atmosphere.

You know, it is astounding how much a drink of fresh cold water along the highway will do to make tourists and others feel at home and welcome. And the picnic tables, comfort stations, and other roadside facilities emphasize this spirit of friendliness. My point may perhaps best be illustrated by quoting from a few of the many letters received by the Michigan Highway Department on this subject of roadside improvement.

A gentleman from Illinois writes, in part: "Allow me to express to your State the appreciation that we had in noticing the conveniences which the State had made available for both its own people and those who might be fortunate enough to be traveling within its borders."

Here is another letter from one of our own citizens: "I wish to commend you and your Department for the fine thing you have done in placing tables in inviting spots along our highways.

"You can't 'live by the side of the road, and be a friend to man,' but your roadside tables are tokens of friendliness and help folks and families to be more friendly.

"It's a fine idea."

Another letter comes from Chicago. The writer says: "My wife and I just returned from a tour over Michigan's fine roads. We drank of the cold clear waters at the roadside springs, ate our lunch at the roadside tables and enjoyed every minute of our trip. The thought came to me that we should thank whoever is responsible for these things so I take this means of thanking you for these comforts."

Here is a quotation from one more letter—this time from Maywood, Ill. "I have had occasion to tour a little in Michigan this summer. I have also been in a number of other Midwestern States but nowhere did I find efforts to make the autoists so comfortable and happy as I did in Michigan. We took lunches with us because food for four is expensive when served in hotel or restaurant. Your roadside tables and parks and cottages were a Godsend.

"I wish everyone that feels as we do about it would write and let you know how we all appreciate this service."

Perhaps an even better idea of the value of roadside improvement may be obtained any summer evening along the trunkline highways in Michigan. As you drive along, you will notice a party of two or three young couples with picnic lunch spread on a rustic picnic table, enjoying life and appeasing a wolf-size appetite. A little farther along, you may catch sight of an elderly couple all by themselves with a modest lunch spread on a table under a fine shade tree. They find it pleasant to lunch at the side of the road and complacently watch the other younger people rush by. Down the road a short distance you may come upon a more extensive development where a family reunion is in progress. Children and grown-ups have forgotten all previous cares and are devoting a few hours to a full enjoyment of a meal out-of-doors. They have found a restful escape from city life.

Highways which are pleasant and restful to drive over and which offer the motorist friendly roadside conveniences are

essential for the full development of tourist resources. Michigan's tourist industry is second only to Michigan's automobile industry. Estimates of the dollar and cents value of this industry range as high as \$400,000,000 a year. We believe that a good share of the return from our tourist industry can be credited to the development of a friendly highway system.

The roadside tables, roadside parking areas, and graceful shade trees are an expression of friendliness. They remove some of the hardness which formerly was typical of the modern highways. Slowly but surely, and in spite of our high-speed habits, Michigan highways are regaining some of that friendly, human atmosphere which characterized the earlier wagon trails.

## ACHIEVEMENTS IN THE CAMPING FIELD

by FAY WELCH, *Chairman, the Advisory Committee on Camping of the National Park Service*

THE RECENT ACTIVITIES of the National Park Service in the field of organized camping have profoundly influenced this recreational-educational movement. Three important services have been rendered. By its pioneer efforts in developing organized camps on Recreational Demonstration Projects the National Park Service (1) brought recognition to this movement, (2) made desirable practices and basic standards widely available, and (3) demonstrated how the unique advantages inherent in camping could be made available to those whose need was greatest.

Even though organized camps originated more than 70 years ago and had multiplied until there were tens of thousands of them, yet many administrators of public recreational areas were apparently oblivious to them. Only in a few places had such camps been developed on public lands. Yet it had been proven that they represented one of the most intensive uses to which State parks could be put, and they also automatically provided leadership, safeguards and interesting programs for their campers. In fact, living, working, and playing together in these rather isolated miniature communities had such unique educational value that the late Charles W. Eliot, one-time president of Harvard University, characterized the organized summer camp for children as America's most significant contribution to education.

Certain national organizations which had conducted camps for decades had evolved desirable practices and admirable standards relating to safety, health, equipment and leadership. But thousands of camps scattered throughout the 48 States had never been aware of these standards nor had access to them. The minimum standards adopted by the National Park Service greatly assisted many of these lone-wolf camps. Publication of the 3-volume Park and Recreation Structures proved a boon to all who were responsible for developing camping facilities.

Providing 48 organized camps on 34 Recreational Demonstration Area projects and making them available for a nominal rental made possible happy, healthful outdoor vacations for large numbers of children and many adults

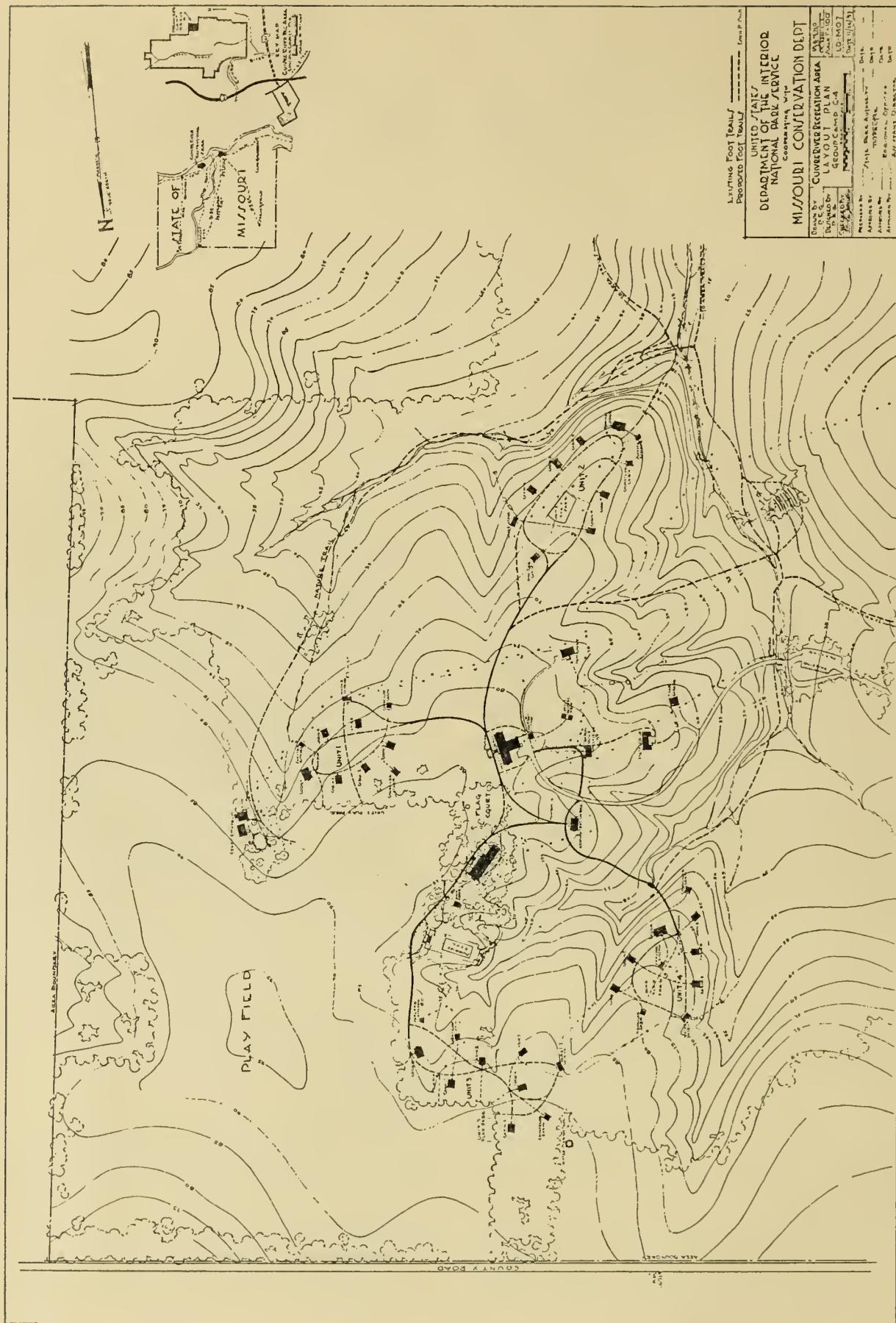
who otherwise could never have gone to camp. Organized camps provide recreation for all classes. Their use is never limited to those who can drive to the camps in their own cars. The operating agencies frequently carry a considerable portion of the overhead cost. Yet many of these agencies could not include camping in their program if they were obliged to locate, acquire, and develop a site in addition to operating a camp.

Because these camps embodied the best principles in design and construction they encouraged the using agencies to secure better leadership and hence conduct better programs. Frequently two or more organizations made use of the same camp for different periods of a given season. Additional impetus was given to the growth of year-round camping, and to the use of camps by public-school systems.

To serve as a liaison group between the National Park Service and the general public an Advisory Committee on Camping was formed approximately 1 year ago. It was planned that members of this committee should aid in interpreting the activities of the National Park Service to those organizations and individuals who are interested in camping, should cooperate in making available to the Service the best thought on needs, standards and practices available in the private field, and should facilitate cooperation with various organizations and agencies in solving mutual problems.

As an example of those problems with which the Advisory Committee on Camping is concerned, the following topics of discussion from the record of its most recent meeting might be cited.

Camp leadership training: It was agreed that while leadership training was of vital importance, for the time being it would be best for the National Park Service to limit its activities in this field to cooperation with existing agencies in communities located near the Recreational Demonstration Areas. If at some future time when the need is greater the Service decides to conduct training courses, it was recommended that the staff be selected with the assistance of the American Camping Association and



colleges or universities which because of their interest and activity in leadership training have developed standards for it.

Facilities for traveling youth groups: Older campers in search of a more adventurous summer than that afforded in a fixed camp have turned to travel camps. Also the schools have found that it is no longer possible fully to educate children within the four walls of a building so they are taking more and more trips afield. It is the opinion of the committee that special campgrounds and facilities will be needed in National and State Parks to accommodate groups under competent leadership that will be taking advantage of the educational opportunities offered by travel. Priorities need to be established for the use of such facilities. Public schools and other public agencies should be given preference, then semipublic organizations and finally private agencies. To this question of facilities for traveling youth groups the committee plans to give further consideration.

Other topics taken up by the committee at the same meeting were: Standards for family and adult camps, State legislation affecting organized camping, and facilitating co-operation by the American Camping Association with the Park, Parkway, and Recreational Area Study.

Among further services which the National Park Service might render in the field of organized camping, the committee suggested the following:

1. Provide low-cost facilities under appropriate conditions and in keeping with minimum desirable practices.
2. Provide a mechanism for the representation of public agencies engaged in camping, and a medium through which public agencies and private agencies in camping can collaborate.
3. Provide technical personnel and services in gathering and disseminating certain basic data on organized camping. (A complete "camp census" is greatly needed as hundreds of "submarginal" camps are not recorded anywhere, and hence nothing can be done to improve their condition.)
4. Provide a basis for experimentation in such aspects of camping as (a) regional and community planning, (b) public agency camping, (c) mobile (or travel) camping, (d) year-round camping, including winter camps, (e) day-camping, (f) large encampments.

It is confidently expected that in the increasingly important role which the National Park Service is due to play in the development of recreation in the United States, its advisory committees on camping, hiking, and skiing will prove of real assistance.

## SOME NEW WAYS IN CAMPING

by JULIAN HARRIS SALOMON, *Field Coordinator, National Park Service*

SOME THREE YEARS AGO a new impetus was given the camping movement by the program for camp development on the Recreational Demonstration Areas. On these newly acquired lands for recreation the National Park Service proposed to build organized camp facilities with the objective of providing low-cost vacations for a large part of our population. It was assumed that there were in existence numerous agencies throughout the country that would operate camps if they could be assisted in obtaining suitable sites and facilities. It was also thought that certain smaller agencies already operating camps would be enabled to pool their efforts, if offered new facilities in order to render better service to their communities.

That these assumptions were correct has been borne out by the results so far attained, some of which are described in detail in the series of short accounts that immediately follow this article.

The proposal was new in that for the first time the Government, on a large scale, was to provide recreational facilities and leadership on public areas through cooperation with existing semipublic and private nonprofit agencies. In other words, to achieve its objectives of low-cost vacations

and more intensive and intelligent park use, the Federal Government through the National Park Service was to furnish camp sites and buildings at low rentals and the camping agencies were to furnish and train the leadership and operate the camps at low cost to campers. This plan for cooperation between governmental and private agencies seemed most suitable for application within a democracy.

In planning for the development of the areas, local camp advisory committees were organized in the communities whose needs the projects were planned to serve. These committees were first requested to make studies of camping in their communities. These generally revealed the inadequacy of existing facilities, as well as certain duplications and overlapping in the camping services that various agencies were offering the community. For the first time in many cities camping was studied from the viewpoint of the communities' needs.

On the basis of these studies recommendations were made for camp construction and for the allocation of camps to operating agencies. A further interesting result was the formation of cooperative camping agencies in some of the communities. Typical of these are the Shelby Forest Camp

Council of Memphis, Tenn.; New Hampshire Camps Association, Inc.; Rhode Island Camps, Inc.; Camp Sherwood Forest of the St. Louis Park and Playground Association; and the Western Missouri Character Building Agencies, Inc.

Two of these successful experiments are described in this issue of the Yearbook.

The recreational and social values of camping are important and have long been recognized, but not so generally known is the fact that camping is of even greater value as an educational experience. Eminent educators and school administrators have realized the unique opportunities the camp situation offers and have been generous in their praise of the camping movement. However, while some city school systems have been able to establish camps, many more that would like to, have found it impossible to overcome the difficulty of obtaining sites and equipment. It is natural that the public schools should turn to public areas for aid in solving this problem.

Among those that took advantage of the Recreational Demonstration Areas was the State Teachers College at California, Pa. This school operated a camp at the Laurel Hill area in an attempt to combine speech rehabilitation for the speech-defective child, with course work in the treatment of speech disorders for those advanced college students preparing themselves to go into the public schools to direct this type of work. The work of this camp is interestingly described in one of the following series of accounts of camp operation.

In Atlanta, Ga., the use of a camp by the public schools on the Hard Labor Creek Recreational Demonstration Area was made possible by a donation of the rental by the Optimist Club. In addition, the club furnished free camperships to 200 boys. The staff consisted of members of the faculties of various Atlanta High Schools, who were experienced as camp leaders. Fees in this camp were \$5.00 for a 6-day period or \$11.00 for 2 weeks. The camp was used in the spring, fall and winter by groups who, with their teachers and cafeteria cooks, transferred their classes to the open for week ends and longer periods.

At the Waterloo area in Michigan, the Detroit Board of Education operates a camp—1 month for white and 1 month for Negro boys. To this camp are sent "problem" boys selected from the various city schools.

Family camps, old on the West Coast but new in the East, were tried out by the Y. M. C. A. at Laurel Hill Area in Pennsylvania and at Yankee Springs in Michigan by the Central States Cooperative League. Here mothers, fathers, and children had happy vacations together, but with separate programs and leadership for the children, so that parents could get a real rest.

To many of the older camping organizations, the new camps made changes possible in program as well as physical facilities. The small unit lay-out facilitates a modern camp program which has its emphasis on the needs of the individual, just as the old-fashioned concentrated lay-out

was often responsible for the emphasis on mass activities. How well these changes were brought about in one case is told in the account of the camp of the Family Service Association of Washington, D. C. A somewhat similar story is that of the Girl Scouts of Altoona, Pa., whose camp director describes a typical day in a modern camp.

There are other interesting stories of these new camping areas that space does not permit the telling of here — of the State-operated camps in South Carolina, of Camp Greentop of the Maryland League for Crippled Children, of Contra Costa County's (Calif.) camps, of camps for the Negro Y. M. C. A., the Boy Scouts, the Camp Fire Girls, the Lutheran Brotherhood, the 4-H Clubs, the Jewish Center, and many other agencies. These, with the story of the hundreds of short-term camps carried on through fall, winter, and spring, will have to be touched on only in this table of comparative statistics:

	Camps in operation	Camper days
1936.....	9	37,310
1937.....	20	100,769
1938.....	49	376,173

These figures and the accounts that follow show how the developments have demonstrated in a small way what may be accomplished through Government and private agency cooperation in the broad field of outdoor recreation. Particularly do they point the need for many more camping facilities on public areas, to the end that the educational, social and recreational benefits of camping may be extended to more of the Nation's people.

The following series of brief papers illustrates typical experiences of agencies in operating camps on Recreational Demonstration Areas under the plan outlined in this article.

## I

### SPEECH REHABILITATION THROUGH CAMP LIFE

by Darrel J. Mase, *Camp Director, State Teachers College, California, Pa.*

The speech defective child has not received adequate attention or consideration in our public schools or through social agencies. Such children comprise a larger group than the blind, deaf, crippled, and mental defectives combined, yet little has been done except to feel sorry for them. One percent of our school population are bad stutterers; from 3 to 5 percent have speech disorders of such a serious nature that their school progress is retarded from 1 to 2½ years; and 15 percent have speech handicaps which set them apart as being different from the group and retard their personality and mental growth.

Attempting to do something for this large group of children "crippled in the tongue," the State Teachers College at California, Pa., opened a Saturday morning clinic in March 1934. From that date until the present

there have been 821 cases brought in for diagnosis and recommendations—a total of 1,172 appointments, as many children returned for rechecks and further recommendations. It was from this work that the idea of a camp in western Pennsylvania was born.

A year ago this past summer a camp was established for 3 weeks in an abandoned CCC camp near Somerset, Pa. It was an attempt to combine speech rehabilitation for the speech-defective child with course work in the treatment of speech disorders for those advanced college students preparing themselves to go into the public schools and direct this type of work. In two seasons this plan worked very satisfactorily and to equal advantage to both the child and the prospective teacher. During the summer of 1938 the program was operated for 7 weeks in Organized Camp No. 2 of the Laurel Hill Recreational Demonstration Area.

Much more was accomplished in the past season due to the added time and excellent facilities of this Government camp. The camp is ideal for such work as well as for the nature study, which was also a part of our program for college students and teachers. This summer we had 16 cases, ranging in age from 7 to 24. Ten of these were stutterers, 4 were characterized by sound substitutions and omissions, 1 had a bad voice condition, and 1 retarded speech. Ten campers remained the full 7 weeks, 1 for 1 week, 2 for 2 weeks, and 3 for 3 weeks. Twelve different communities were represented. Of the 10 children remaining the entire season, 8 were satisfactorily and completely readjusted. The other 2 made very definite improvement. Those remaining shorter periods showed improvement in direct proportion to the time they stayed and the nature of their difficulty.

Why is the camp plan a good way of treating with speech disorders? Speech retraining involves breaking down wrongly established habits and setting up others until the new habits are stronger than the wrong ones and can supplant them. It means removing the fears, inhibitions, complexes, and feelings of inferiority which have been brought on the children as a result of not being able to communicate as others in their social group. In camp life the group lives speech correction from the time they get up until they go to bed. Much is done while playing tennis, volleyball, horseshoes, in swimming, and at the table, as well as in the regular periods of instruction. The camp atmosphere, free from the social repressions and inhibitions to which the child has been accustomed, is conducive to a rapid adjustment to normal speech. The help from those prospective teachers in addition to the work of the speech clinician permits much more thorough supervision and more individual help than would otherwise be possible.

Every case receives 3 hours of individual instruction daily in the retraining of his own particular difficulty—all under the close supervision of the speech clinician. In addition, three periods of group instruction are held daily. Speech cases, clinicians, and teachers live, work and play together. All activities of the camp are planned with the purpose of

developing personality and character together with habits of normal speech.

Boys and girls are assigned to separate units of the camp a considerable distance apart. They are further grouped according to age and type of difficulty, and are under the supervision of trained counselors.

You ask: What happens when they return home? Don't they revert to their old habits? This problem seems to have been met quite satisfactorily. A detailed letter of recommendations regarding the treatment of the child is sent to each principal and each child's parents. Several of the parents were asked to spend part of the last week in camp to help to make the adjustment to home. The clinician will visit the home and school of each child at least twice before Christmas to check on the new habits of speech. Letters from nearly every child's parents have expressed a sincere satisfaction with the speech rehabilitation.

Glance at a typical daily schedule in order to see how the campers live, breathe, and eat speech correction. Up at 6:30 a. m.; breakfast at 7:15; camp duties 7:40 to 8:40; group exercises for relaxation and coordination of all musculature involved in speech at 8:45; individual work with each case under close supervision of the clinician 9:00 to 10:00; arts and crafts and nature study (alternate days) combined with speech correction 10:00 to 11:00; recreation 11:00 to 12:00; dinner and a rest period 12:00 to 1:40; more exercises 1:45 to 2:00; individual case work again 2:00 to 3:00; group work of all cases with speech clinician, teachers observing, 3:00 to 3:45. The remainder of the day includes swimming, recreational activities, traditional campfires, treasure hunts, etc., but speech correction is the predominant issue even during these activities. All children retire at 9:00 p. m. to get ready for another busy and happy day in setting up new habits to replace the old, wrongly established ones.

## II

### NEW SITES AND NEW PROGRAMS

By William H. Savin, *Director, Family Service Association, Washington, D. C.*

The Family Service Association just concluded its second camp season at the Chopawamsic Recreational Demonstration Area. Sufficient time has now elapsed to allow a meaningful analysis of the use we have made of two of the camp sites in this area and the part which the model camp facilities, as developed by the National Park Service, has played in the development of our camp philosophy and camp program.

Camp Good Will and Camp Pleasant have been in existence for 36 and 34 years, respectively. They were organized as welfare camps and have remained so throughout these years; enrollment is restricted to those children whose parents have no financial means to provide a vacation for their children. Twenty-eight accredited Washington wel-

fare agencies including among others settlement houses, family welfare agencies, child-caring organizations, hospitals, juvenile court, and the public schools referred children for camp. Camp Good Will for white children accommodates 123 and Camp Pleasant for Negro children, 120. The camp season covers four 2-week periods. Each camp is organized on the unit basis, there being units of 24 campers for boys 6 to 9 years and 9 to 12 years, girls 6 to 9 years and 9 to 12 years, and a unit of 24 for mothers and children under 6 years of age. The units are grouped around a central dining hall and administrative center but are far enough apart and so constructed as to allow each to be independent of the others.

It is necessary, in order to understand our experience at the Chopawamsic Area during the 1937 and 1938 seasons, to realize that previous to 1937 the camps were located within the District of Columbia and that the sites occupied and the physical facilities available were such that the program as it was developed from year to year featured only the health and recreational needs of the camper. The 2-week stay at camp was primarily a vacation. The campers enjoyed themselves. They usually returned home better equipped physically to withstand the deprivations resulting from submarginal family incomes. Emphasis was placed upon making the camper conform to group standards. If he did not conform he was a "problem" child. Little effort was made to understand why he did not conform and to give him a satisfying camp experience based upon his individual personality needs.

The moving of the camps to the Chopawamsic Area in 1937 was truly the beginning of a new camping era for the Family Service Association. The fact that camping sites were available, such as those in the Chopawamsic Area which we rent from the National Park Service, gave us the opportunity to make certain fundamental changes in the program. Mr. Charles B. Cranford, director of the county camps of Westchester County, New York, was engaged as consultant. He gave us invaluable aid in clarification of aims, revision of programs and methods, and in selection of staff.

The natural setting of the new camps was ideally suited to a program in which living close to nature could be used as a springboard to giving the child a satisfying experience.

What child is there who can find nothing of interest in a primitive natural setting? When the child had expressed his particular interest he was encouraged to plan his activities around that interest. This plan of helping the camper to determine what course his activity would take or in more general terms, the participation of the camper in the framing of the program has as its basic principle, the acceptance of each camper as a real person—a person who has individual needs and interests. The program was built around the camper rather than having a preconceived program in which the camper was expected to adjust himself.

As this way of thinking about campers was incorporated

into our program the need for more experienced, more mature personnel became paramount. It was necessary that the counselors lead rather than dominate, that they guide rather than judge, and that they possess imagination in relation to and understanding of childrens' activities and behavior. Financial limitations have not permitted the employing of trained, mature counselors in all instances, but during the past 2 years a group has been selected which will form a nucleus for a staff which in 1939 can carry forward with increasingly more satisfactory results.

There is one feature of these camps in addition to those already mentioned which merits special attention. It is that they are coeducational and that such an arrangement, rather than proving a handicap to an effective program, possesses certain advantages which we feel are most important. It is significant that the campers have asked for and thoroughly enjoyed certain activities such as dances and plays in which both girls and boys were required. They frequently exchanged evening stunt programs and cheered lustily the performance of the opposite sex. Every indication points to the fact that the personal growth experience which each child enjoys at camp is enhanced by the co-educational feature of the camps.

We are all grateful to the National Park Service for the splendid cooperation shown us.

### III

## COMMUNITY ORGANIZATION FOR CAMPING

### 1. IN NEW HAMPSHIRE

By Francis E. Robinson, *Secretary-Treasurer,  
New Hampshire Camps Association, Inc.*

There is some land, as New Hampshire farmers put it: "that's only good for holding the world together." A little more than 5,000 acres of such land happens to be located near two of New Hampshire's cities, Concord and Manchester. It has been made into the Bear Brook Recreational Demonstration Area and now it serves to do much more than to hold the world together.

It furnishes space for many types of outdoor recreation—from picnicking to mountain climbing and especially for organized camping.

In the fall of 1936 we began to hear that there was to be a camp to be built on the Bear Brook reservation; that it would accommodate about 100 campers when completed; and that it would be available to public or semipublic agencies or organizations which were prepared to use it to give camping privileges to deserving boys and girls.

It was a somewhat new idea to many of us. Some of us had been connected with camps before. New Hampshire is full of them. But we had never cooperated with the Federal Government in a camping enterprise and we were not exactly sure what would be expected of us. But we began to learn. We attended meetings and asked questions and had a few arguments. All of the meetings and

questions and arguments contributed to our knowledge and our interest in the project.

There were several agencies which were interested in securing camping facilities and which were prepared to use the facilities for the benefit of children who need camping opportunities. But no one of the organizations found itself in a position to fill a 100-camper camp for an entire season.

Three of the organizations were the New Hampshire District Y. W. C. A., the Girl Scouts of Manchester, and 4-H Club groups from 5 of the State's 10 counties.

Representatives of these various groups got together and decided that by cooperating they could attract enough campers to fill Bear Brook Camp for a season. They found that the best method (perhaps the only method) of handling the situation which had developed was to incorporate as a nonprofit organization of which the individual groups would be component parts. They did so. The resulting organization was New Hampshire Camps Association, Inc.

The 4-H Clubs are children's groups not legally incorporated for carrying on business activities, but the New Hampshire Farm Bureau Federation cooperates with, and sponsors, 4-H club work in New Hampshire, so when New Hampshire Camps Association was formed it had as members the New Hampshire District Y. W. C. A., the Girl Scouts and the New Hampshire Farm Bureau Federation, acting on behalf of the 4-H Clubs.

The board of directors of New Hampshire Camps Association includes two representatives from each of the three groups.

We needed equipment for our camp and we had no money in the treasury. The cooperating groups were dependent upon income from campers for most of the money which they could put into a camping project. But the Y. W. C. A. did have some equipment which had been used 2 or 3 years before in a smaller camp. They agreed to add enough equipment to their supply so that it would be adequate for Bear Hill Pond Camp if the other organizations would rent the equipment, in turn, during the time they spent in the camp. The rental charge was based roughly on the theory that the equipment would need to be renewed every 10 years. The other two groups agreed to the offer and the equipment problem was settled.

When it came to having printed folders published for the information of prospective campers we found again that cooperation was helpful. A 4-page folder was designed with a photograph of the camp on the front and general information on the back so that these 2 pages could be identical for all groups. Each group had the information which pertained only to its own program on the 2 inside pages. This arrangement saved money for all and gave some uniformity without complete loss of individuality.

During the 1937 camping season each group purchased its own supplies and handled most of its own financial affairs. Of course, the association treasurer took care of payments for rent, insurance, telephone and other similar

items and each group paid its proportionate share of these costs.

Two of the groups employed the same cook, and other kitchen help. Each group brought its own nurse that first year, as well as its own waterfront director.

Different organizations place different emphasis on various parts of the camping program, so each group has had its own camp director both years which we have operated the camp.

As we prepared for the 1938 camping season we determined to increase our cooperative activities. We agreed that a skeleton staff, which would include a resident manager, could be employed by the corporation, leaving only the camp directors and cabin leaders to vary from camp to camp.

We drew up a budget which would cover cost of food, rental, insurance and salaries for the permanent staff. Then we agreed upon a per-camper fee which would meet that budget if there was an average of at least 80 campers per week. This fee amounted to \$5.50 per camper per week, though there were some minor irritations in the way of small bills which had not been taken completely into account due to our inexperience.

The permanent staff employed this summer included a resident manager who kept the books for the camp, ordered supplies, cooperated with the cook in planning meals—in short, who handled the financial affairs and was responsible for the physical property of the camp.

There was a cook and two helpers. Their duties were obvious to one who saw 100 hungry mouths coming up the hill to the mess hall at mealtime.

The waterfront man had charge of swimming, life-saving and other recreation when the camp directors needed this help. He cooperated closely with the various camp directors in order to correlate the waterfront activities closely with other parts of the camp program.

The nurse had charge of the infirmary and of the health of the campers and staff.

The cooperating organizations continued to employ their own directors. The resident manager had no authority over the camping program and the directors had no authority over financial affairs. We were fortunate in having those in these positions who were able to work together efficiently on matters where finances and the camping touched.

We have learned much from this year's operations. I think we have learned enough to know that cooperation brings many problems but that our principle is right and that the problems can be solved with further experience.

We have had excellent cooperation from officials of the National Park Service and we have tried to merit this cooperation by trying to carry out the suggestions they have made to us from time to time. I am sure that the members want to go back to Bear Hill Pond Camp again next year and make our cooperative camping program work even better.

## 2. IN MEMPHIS, TENNESSEE

by Edward J. Dalstrom, *President*  
*Shelby Forest Camp Council, Inc.*

The plan we have developed for operating camping facilities in the Shelby Forest Recreational Demonstration area which is located about 20 miles north of Memphis is an attempt to obtain the best use of the new facilities from the viewpoint of our community.

Originally an advisory committee was appointed by the National Park Service and my particular duty on this committee was to develop a plan for the widest use of the facilities that were being developed for organized camping.

A number of meetings were held to which every organization that might be interested was invited to have a representative present. The Boy Scouts, Girl Scouts, Y. W. C. A., Y. M. C. A., 4-H Club, Memphis City Federation of Christian Young People, Jewish Federations, Catholic Lay Organizations, Kiwanis Club, and Rotary Club accepted, and we let it be known that anyone who had not been invited was welcome to attend.

After several meetings, at which representatives of the National Park Service had been present from time to time, it developed that five organizations desired to develop camping programs for use of the Shelby Forest Camp. These were: the Girl Scouts, Y. W. C. A., City Federation of Christian Young People, Shelby County Federation of 4-H Clubs, and Y. M. C. A. These five organizations formed the Shelby Forest Camp Council, which was later incorporated.

The Y. M. C. A. assumed the obligation to conduct a 3-week camp for boys of all organizations. The Girl Scout Council and the Y. W. C. A. similarly furnished the leadership for a 3-week camp for girls. All three of these organizations have their own camps located 150 to 175 miles from Memphis. The City Federation of Christian Young People also used the camp this summer for groups from different churches. These organizations will, no doubt, develop the camping program still further.

The Shelby County Federation of 4-H Clubs used the camp for 2 weeks for their members, although they had had 3 weeks allotted to them.

Each of the five organizations obligated themselves to pay \$200 into the treasury. This money was used for rental of the camp, incidental expenses, and equipment. For funds for additional equipment we appealed to the several service clubs in Memphis. Contributions in various amounts were received. In some cases these funds were donated from the club's treasury, and in others by individual members but all went to the Camp Council. In this way we secured enough funds to buy absolutely necessary equipment. This equipment is owned by the Camp Council, Inc., as the joint property of the various organizations.

In the Shelby Forest Camp the cots and mattresses did not have to be purchased, but we did have to buy mattress covers, kitchen utensils, and dining room equipment.

The infirmary was equipped through donations from the Memphis hospitals and surgical supply houses. This equipment would have cost several hundred dollars had we been compelled to buy it.

Members of the five organizations will utilize the camp practically every week end during the fall, winter, and spring seasons.

While the City Federation of Christian Young People and the 4-H Clubs used the camp for their own members only, contributions made by the other organizations—Y. M. C. A., Y. W. C. A., and Girl Scouts—were not for their own members. These organizations feel that winter use of the camp will compensate them for the expenditures and the service they rendered in furnishing the camp.

The camp fee this year was \$6.50 per camper per week. The organizations who conducted the camp will just about break even.

The schedule committee composed of one representative from each of the five organizations coordinate the camp use program so that each organization will get the maximum benefits of the camp.

## IV

### A DAY IN A GIRL SCOUT CAMP

by Lillian E. Mount *Camp Director*,  
*Altoona Girl Scout Council, Altoona, Pa.*

"Blessed be the doorway of this house and may all who enter here share of the gifts Girl Scouts bring to the new dwelling place of cheer." These words opened the 3-day precamp training which is usually held for the counselors to start plans for the Girl Scouts who will come to camp. The new dwellings had reference to the new buildings at the Blue Knob Camp which were opened for the first time in the summer of '38. The counselors of the Altoona Girl Scout Camp were so greeted by their director and that seemed to be the keynote of the whole encampment. The three glorious days of precamp were over before the counselors realized and they were greeting their campers. They came in 117 strong and such excitement you have never seen. Eagerness written all over their faces and what a volley of questions they could ask. They looked over the main buildings and as soon as the counselors were able they took them to the administration building and had the girls register and find out the number of their unit.

The family groups or "units" as they are called were divided as follows: Unit 1 was for 10- and 11-year-olds, Unit 2 for 11- and 12-year-olds, Unit 3 for 13-year-olds and Unit 4 for girls over 14 and Unit 5, too, was for girls over 14 but who liked to rough it and who liked to cook out. When the camper found out her unit number she immediately unloaded her duffle and blanket rolls in the sections designated by the number. The infirmary, neatly located in the shade of the trees, was her next destination and there she was met by a smiling nurse, spick and span in white, who looked over



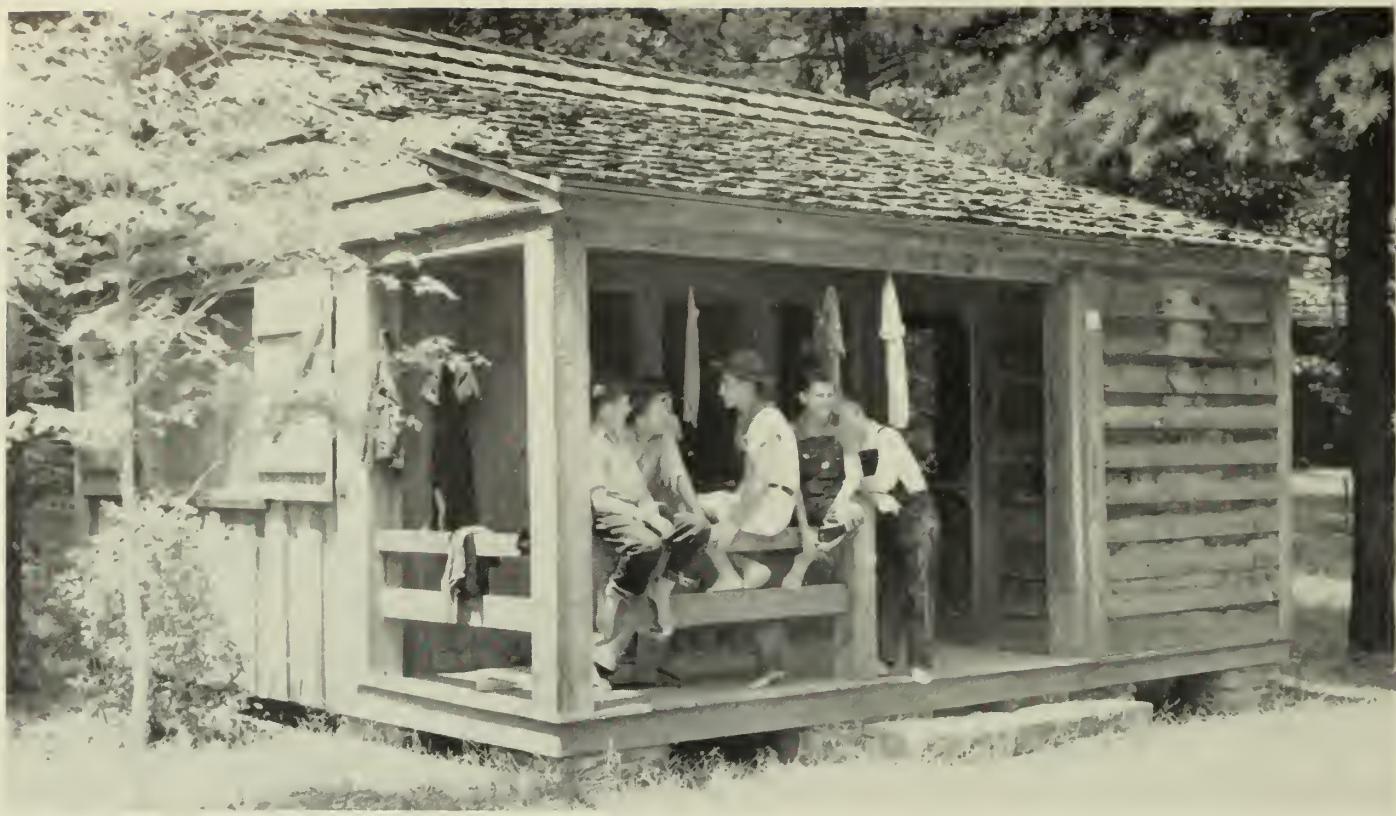
These campers at Lake of the Ozarks Recreational Demonstration Area, Missouri, are preparing a meal on the outdoor stove of their unit lodge in an organized camp. *{Photo courtesy Missouri State Conservation Department.}*



The staff nurse in an organized camp at Bear Brook Recreational Demonstration Area, New Hampshire, gives a health check for campers while the camp director looks on. *{Photo by National Park Service.}*



Special training was combined with a camping program by the California State Teachers' College of Pennsylvania in an organized camp at Laurel Hill Recreational Demonstration Area, Pennsylvania. This is a lesson in speech correction. The mirror enables the child to observe her own lip movements. *{Photo by National Park Service.}*



Boy Scouts on the porch of their cabin in an organized camp in Kings Mountain Recreational Demonstration Area, South Carolina. The camps were operated by the State in 1938. *{Photo by National Park Service.}*



Organized camping offers a wide variety of healthful forms of recreation for children of all ages. Above is a view of the swimming pool at an organized camp in Blue Knob Recreational Demonstration Area, Pennsylvania. The campers are Girl Scouts of Altoona. *{Photo by National Park Service.}*

the health card the girl presented, which, by the way, had been signed by the family doctor and the girl's mother. With a sigh of relief, after a nod of approval from the nurse, the girl found herself running toward her baggage for she could hardly wait to see her unit, cabin, and her mates.

She found the unit leader waiting with other campers whom she introduced and then they were on the wooded path that led to the unit. No doubt, never after that, except for meals, did they cover the distance from the main buildings to the unit as fast as on that memorable first day. At last they reached their home, which consisted of a troop house, fireplace and all, two counselor cabins, and six cabins for the campers with four in each cabin. As soon as the truck brought the baggage the girls hurried to make up the beds and to get into their camp togs.

After the last camper was settled in the girls explored the camp site with their leaders and such a mad scramble when the first meal gong sounded. None were late for the first meal. And so began many happy days at camp both for the girls and the counselors. I could not begin to give you a complete picture of the fun in camping but shall, instead give you an idea of how the girls liked camp by selecting the description of a day at camp written by one of the young campers. Here it is as she herself sees it, and as written in her Dear Diary:

"Today was big day at Blue Knob. All of the units have been working hard to make this day perfect. It is our Swedish Day and we started out by having a grand day for it. The water pageant the 'Vikings' gave was just wonderful and everyone saw it except the cooks who were too busy with some things I'll tell you about later. After that we went to the campfire circle and did some folk dancing. Then a procession brought down our Queen of the Swedish Frolic, one of the campers who had been voted upon by all of us, and did she look beautiful with her yellow hair and train and her followers. She was crowned there where the view from camp is the most beautiful and most inspiring and then we all sang. Slowly, then, the procession followed the Queen, and we really wanted to go fast, 'cause we were hungry, to the dining room where the Smorgasbord (my unit leader told me how to spell that word, which means the tasting table of all kinds of nice things to eat) was waiting. We had fancy napkins and such a lot of things to eat. There were fancy pickles, creamed potatoes, pickled beets and eggs, salads, rolls, steaming hot and fruit punch, and cookies for dessert. The girls had made the table decorations, and candles made the hall very bright. We ate until we just couldn't eat another bite. For a while we sat around and then the evening program began. Each unit had learned a Swedish folk dance and performed for the group. The smallest unit (us) won in this, and second, the biggest girls came. Were we proud of ourselves for taking the first place. A shadowgraph was presented by one of the units but I didn't care so much about that 'cause I was getting sleepy.

"What a big goodnight circle the 117 campers and 30

counselors made. I shall never forget this night. It doesn't seem possible this is my last night here. I have to leave my dear friends I've made during this wonderful week at camp. I'd give anything to stay the rest of the summer, but I know it is impossible. Anyway I can still look forward to breakfast since my Mother and Dad don't come for me until after breakfast."

Many other projects similar to this were enjoyed by the campers. Among these the older girls enjoyed a campfire one evening at which time Mr. John Dibert came to tell about "The Lost Children of the Alleghenies." It was a privilege to have him a guest since it was his great grandfather who was responsible for finding them. The next day this same group was taken to the monument of the Lost Children and it is certain they will never forget this impressive historical trip.

Another activity, along with swimming, handicrafts, nature, hiking, out-of-door cooking, campfires, Scout's Own, and frolics, the girls enjoyed journalism and edited their own camp paper which they called Blue Knob Sun and I want to end this with a quotation from their last edition:

#### *"Glorious Memories"*

"After many glorious days at Camp Blue Knob it's time to go home. These final days at camp are the ones you'll remember the longest. They're the days of pageantry and festivity; the days you tried to cram full of things you hadn't time to do before. They're the days you planned for your campfire that it might be the one you'd never forget.

"Despite the joy and fun of the last campfire, there's a certain sadness that pervades the atmosphere. The whip-poor-wills, instead of calling their names, seem to be saying, 'good-bye-to-camp, good-bye-to-camp.'

"This last day at camp seemed to dawn brighter, the sky bluer, and the trees whisper more softly as they realize that over one hundred girls, who have spent two weeks living and playing among them, are going home. But the trees won't forget you, and you will never forget them and the camp in which they live."

#### V

### AN OLDER GIRLS' CAMP AT LAKE OF THE OZARK

by Dorothy H. Taylor, *Camp Director,*  
*St. Louis Girl Scouts*

To provide each camper with such a satisfying out-of-door experience that she will not only be able to take care of herself in the woods and on the lake, but will remember and look forward to camping with great pleasure, is the objective of all camping of the St. Louis Girl Scout unit at the Lake of the Ozark Recreational Demonstration Area.

The physical set-up of the camp lends great assistance in attaining this objective. The unit which this group uses is made up of a unit lodge with stone fireplace, a screened outdoor kitchen, latrine and shower house, and six screened

sleeping cabins, all fitting excellently into the background of the rugged Ozark hill on which they are placed. A winding path leads downhill from the cabins to the waterfront area which is used for swimming, boating, canoeing, kayaking, and sailing. This unit is part of a large camp which is built upon a peninsula which juts out into a sheltered part of the lake. The point of the peninsula is a favorite spot for evening campfires and sunset watches.

The program is in accordance with the Girl Scout philosophy of democratic procedure, planned by the girls themselves with advice from the adult staff members. The 20 campers are Senior Girl Scouts, 14 to 18 years of age, and must be able to swim. The camping session is 8 weeks, divided into four 2-week sessions. A resident staff of four adult campers of all-around ability, but each with a special interest, guide the program choices of the campers. Each girl is able to plan for the kind of activities that make up her idea of camp. She spends her time developing new skills or practicing old ones, developing ease in group living through gracious cooperation in program planning and in housekeeping duties, clarifying her own thoughts by comparing them to those of others, and making real friends of her companions and the natural world around her.

This camp is the smaller of two which are held for St. Louis Girl Scouts each summer, and since it is on the lake, stresses the water-front program. Many of the activities are built around water and the yarns that have grown up about this phase of life. Since the campers know how to swim before they come to this camp, the swimming time is spent practicing the Red Cross life-saving methods, learning

about safety, in and on the water, and advanced swimming and diving. Equipment for use on the water includes row boats, canoes, kayaks, and a sailboat. Skill in handling this equipment and safety precautions are taught so that the campers may have fun without awkwardness or danger. Besides handling the equipment in the water, the girls learn how to take care of it and repair it when necessary.

Besides these waterfront activities, the program includes: nature walks with the park forester and hiking; planning, preparing, and serving meals in the unit; occasional cook-outs away from the camp; much singing, as well as listening to well-chosen records on the camp victrola; sketching and designing for work in cork, fibre, and wood; reading and writing poetry and letters; and folk dancing and dramatics.

Everything that happens in camp is a part of the program, since the idea behind Girl Scout camping is to live leisurely and well out-of-doors. Therefore a knowledge of how to keep the camp safe and clean and comfortable as well as how to take care of oneself and companions is a part of the camp program.

Activities other than those which keep hands and bodies busy include the much loved experiences of watching storms come up, or waiting in canoes out in the cove for the sunrise, or sitting on the rocks of Sunset Point absorbing the peace and color of a sunset in sky and lake.

The enthusiasm of the girls and the appreciation of parents indicate that the camp and the camping program provide a satisfying experience in the out-of-doors which the girls long remember and for which they plan.

## ORGANIZED CAMPS IN SOUTH CAROLINA

by H. A. SMITH, *State Forester*

THROUGH THE ACTIVITIES of the National Park Service, under their recreational demonstration projects, there have been constructed, or are under construction, in South Carolina four organized camps with capacities varying from 48 to 120. Two of those organized camps were ready for occupation in the summer of 1938.

Under the general program of the recreational demonstration project areas it was understood that the organized camps and the areas were to be operated as State parks under the supervision of the State Park Authority, which is, in South Carolina, the State Commission of Forestry.

We were told that what we should do was to find an organization which would lease those camps from us at a rate sufficient to take care of depreciation and some slight services, and would equip the camps and operate them for the benefit of their organization. The first camp available

was one with a capacity of 120 at Cheraw in Chesterfield County and we started out with the idea of finding an organization which was willing to pay the rental fee required by the National Park Service and which would in turn be capable of properly equipping the camp and properly operating the area throughout the season.

We called a meeting of representatives of every State-wide organization within the State. We explained to them carefully, and representatives of the National Park Service explained to them, just what was desired. It was pointed out that between three and four thousand dollars would be necessary in order adequately to equip the camp with cots and mattresses, cooking utensils, tableware, and so on, and that they would be permitted to use the area for a certain period.

After several such meetings it became very obvious that

there was not one single organization in South Carolina that was capable of equipping or operating the camp to capacity under the program as recommended by the National Park Service. This is not a reflection upon the National Park Service, nor is it a criticism of the plan submitted. It might well work in New York State, or Illinois, or in the District of Columbia, but South Carolina was simply not organized to handle such a program. Accordingly, the State assumed the role of the organization for which we were seeking. The State Park Authority leased the camp from the National Park Service. Some \$3,500 was spent in the acquisition of adequate equipment and as a tryout the camp was opened for 30 days in August of 1937. That tryout was sufficiently successful to make us believe that we could handle it, so a similar procedure was followed in 1938 in the case of the Cheraw Camp and also in the case of the camp at Kings Mountain. Now, at the close of the 1938 season, we are convinced that the method we have adopted is, for South Carolina, the most practicable.

Our camps are fairly adequately equipped. The standards under which they are operated are the standards as recommended by the National Park Service. We set those standards up ourselves as the necessary prerequisite to camp use. Organizations using the camp do so with the complete understanding of that fact. We are not besieged with a great number of requests for an easing up on regulations. A boy, or an organization, either can or cannot qualify.

We put into each camp a director, a water-front activities man, who was also our first-aid man, a dietitian, a cook, and the necessary helpers in the kitchen. We gave some publicity to the idea that the camp was available for organizations that cared to use it, or for groups of people who cared to form an organization for the purpose of the camp. We had no money for publicity. The public group camp idea was entirely new in South Carolina and in the case of the Kings Mountain camp decision was made to operate it only about 2 weeks prior to the beginning of the camping season.

Needless to say, we made a lot of mistakes, some of which were opening on such short notice; failure to specify a minimum number for which the group would be responsible, thus removing the incentive on the part of the leasing organization to bring the maximum crowd; and failure to contact organizations during the winter because of our uncertainty as to the capacity for which we could provide.

You will note that we put into the camps just a skeleton organization. Expansion of this organization will come with the financial improvement in the program, but to a very large degree we attempted to provide for the physical operation of the area and, outside of water-front activities, to leave the camp program pretty much to the organization itself.

In spite of all the conditions which reacted against the success of such a plan, we consider that our camping season

proved the success of our scheme, even though financially we did not break even. It must be remembered that no single organization could have operated the camp for the full season, which would have resulted in a considerable lack of use of the facilities. Under our program, however, it is entirely possible, as that program becomes better known, to keep the camp filled to capacity for the full season and in this way to serve a great many organizations with a smaller potential camping number than could have been done under any other program.

Out of approximately 8,340 camper days 4,416 were utilized at the camp, approximately 48 percent of the potential capacity. Among the organizations using the areas were Bible Missions, Salvation Army, 4-H Clubs, churches, Boards of Christian Education, Y. M. C. A.'s, and miscellaneous groups without any particular attachment including underprivileged and crippled children.

I have already intimated that financially the operation of these camps was not a success. There was spent in the operation of the two camps approximately \$7,768. A flat charge of \$5.00 per week was made for each camper, or \$1.00 per day for shorter periods. This included all charges against the camper and provided his shelter and his food. From those fees and from canteen operation, which was retained by the State, we received \$5,896, leaving a deficit of \$1,861. Our bookkeeping policy on park operation has not been thoroughly established as yet and there is some expenditure within this amount for equipment which should be prorated. The deficit of \$1,861 also includes \$1,166 rental which it is necessary for the Park Authority to pay to the National Park Service and which, under final operation when the areas are under our jurisdiction, would not be an annual charge. It is admitted that there is nothing within these figures to include depreciation on the camp buildings, or equipment, but it must also be pointed out that the camps were utilized only to 48 percent of capacity. The bulk of the essential overhead is included in the expenditures; therefore, it is believed that, with some additional publicity, and as the potentialities of the camps and the idea of group camping itself (which is still comparatively new in South Carolina) become better known, there will be no difficulty in obtaining 100 percent occupation and the consequent elimination of the deficit. We were somewhat afraid at the beginning of the program of the amount of detail concerned with the operation of a group camp. We have learned, however, that those details are no greater than in the case of the operation of an ordinary State park and in fact not as great.

So in summary, we feel that the plan which we have adopted is the best one for South Carolina. We are not attempting to say that it is superior to the leasing of the camp to an organization capable of operating it, but where such organizations do not exist we believe that a program of State operation is entirely feasible. We believe that organizations and groups can be served in this way that cannot be served under any other set-up. We believe

that standards of operation can be better maintained than under any other program, and we believe that it is possible to secure a better qualified and a higher type of personnel through full-time summer employment than could possibly be secured on a part-time employment through small

organizations. In the meantime, we have not turned camping facilities, provided with Federal money, over to any individual, religious, or other organization. We have made camping facilities available to any group that wants camping facilities and assistance in their camp program.

# HISTORY AND ARCHAEOLOGY IN A STATE PARK SYSTEM

by WALTER B. JONES, *Director, Alabama Museum of Natural History, University of Alabama*

## *Introduction*

THE NATION is in a state of transition between the wild and woolly pioneer days of a century or more ago and a thoroughly sedentary one, probably a century ahead. Even now, many parts of the country are pretty thoroughly anchored and are probably about as immobile as they could possibly be. On the other hand, certain sections of the mountainous country, particularly the Appalachians in the east and the Rockies in the west, yet retain a few rather primitive conditions. Naturally, it is hoped that such areas will never be settled to any extent, and it is believed that the progress made by the National Park Service will hold inviolate such areas as miniature cross sections of what this land once was like, *in toto*.

During the past few years, great progress has been made on State park systems, in part based on the experiences of the National Park Service, seeking to preserve small areas in the several States in relatively the same way which the national parks have done for the Nation. It is the historical and archaeological phase of the State park system which is to be discussed in this article.

## *Historical*

A century ago, our forefathers were virtually living with the Indians. Now it would be difficult to find in many of our States more than a handful of people who ever saw an Indian. Our textbooks on history have recorded in considerable detail Indian wars, battles, treaties, etc., but unfortunately, we have had a serious lapse, in that the actual location of such things on the ground has not kept pace with the written records. There are two important reasons for this. In the first place, the country has changed a great deal since pioneer days, and secondly, the written records sometimes carry insufficient data, if indeed they do not actually carry erroneous statements. For example, four manuscripts were written on the North American expedition of Hernando DeSoto, the four hundredth anniversary of whose landing will be celebrated at Tampa, Fla., next year, and in many major details the reader would have difficulty in realizing that four different expeditions were not being described. Two of the reports were prepared,

day by day, by members of the expedition, while the other two were based on interviews with survivors of the expedition. All of the reports should have been in virtual agreement on all major points, but this is definitely not the case. Our earlier historians, somewhat less than a century ago, began working out the route of DeSoto's travels. If DeSoto had traveled all of the routes ascribed to him by these historians, he would have needed a modern road system and a good automobile to have covered that territory in the four years he spent in his search for gold in this country. It is submitted then that we need to place a great deal of emphasis upon historical research, in order that we may preserve for future generations a full and accurate cross section of major events in the growth and development of our civilization.

It would appear that the State of Virginia is making great strides in this field of endeavor. Certainly, that State is very rich in the traditions of the past, and is actually engaged upon the preservation of that past as a means of providing a more abundant life in the future. If every State in the Union had progressed as far in the right direction as has Virginia, this article could have been one of commendation. As it is, it must be one of exhortation. Unfortunately, most of us have lost sight of the fact that the commonplace of today becomes the history of tomorrow!

It is the opinion of many thoughtful people that a park system, whether it be national, State, regional, county, or community, should place as much stress upon areas carrying educational values as is ascribed to those regions of recreational possibilities. Oftentimes, it will be found that a single area might be judiciously developed so as to afford both education and recreation. It is not intended that the idea of recreation be discouraged, for recreation is an ideal way to spend the large amount of leisure time now available to us, either through shorter work days and weeks, or through enforced unemployment. However, recreation alone is not sufficient. We must strive continuously for the improvement of the educational values of our people that they may be able to better cope with the great problems of the future.

After several years of work in Alabama in building a State park system, we find about 25 areas on which work has been

done, or where development is contemplated for the near future. Of all of this large and comprehensive program, which includes national forests and recreational areas in addition to State parks, only one is historical and one archaeological. Alabama is only an example, and it is believed that similar conditions exist in practically all other States in the Union, Virginia being the principal exception, insofar as the writer is aware.

Certainly, there is no paucity in areas of historic interest in Alabama. Fort Morgan, located on the western tip of a peninsula separating Mobile Bay and the Gulf of Mexico (Fort Boyer of pioneer days) is now included as a part of Gulf State Park. Fort Morgan is an outstanding area of buried historic background. The State park system would not be complete without including such places as Fort Mims, the location of which is not definitely known, but is assumed to be near Boatyard Lake, Baldwin County; Fort Tombecbé on the Tombigbee River at Epes, Sumter County (see illustration); Spanish Fort and vicinity, in the neighborhood of old Blakeley, Baldwin County; Cahaba, Dallas County, an old capital of Alabama; Fort Toulouse, near the junction of the Coosa and Tallapoosa Rivers, in Elmore County, north of Montgomery; etc.

The writer would like to have preserved for posterity something of the history of the industrial development of Alabama. For example, the first iron made in the State was smelted in the old Cedar Creek furnace, near Rockwood, Franklin County, in 1818. The site of this old iron maker is definitely known and the entire plant could be reconstructed with great accuracy. How different it was from the great blast furnaces of today, and yet a great majority of our people know little or nothing about the early beginnings of the iron and steel industry. Other similar, though somewhat later, plants are located in various parts of the northern Alabama district. How nice it would be to preserve something of the Confederate Arsenal at Mount Vernon in Mobile County, or the great Selma base for arms, ammunition, ship armor and the like, during the days of the Confederacy. A more recent and equally important iron maker is the Oxmoor furnace near Birmingham, where it was first demonstrated that coke could be used as a fuel in iron making in place of charcoal, in 1876. This discovery revolutionized iron and steel making in Alabama, and the Oxmoor plant should be preserved for future generations, to mark a definite milestone in the industrial history of the State. These are but a few examples of what might be done in the field of history in Alabama, and certainly there is no State in the Union which does not have its historic spots of major importance.

#### *Archaeological*

When Columbus "discovered" America, he found the land occupied by a people designated as "Indians." It is now recognized that the Indians of Columbus's day represent but one phase of aboriginal life on the North American continent. For thousands of years, aboriginal peoples have

traveled back and forth through the Nation, leaving an indistinct record, which students of prehistory have long been attempting to read. In the southwestern part of the United States, great progress has been made in the restoration and preservation of aboriginal remains, particularly of the Cliff Dweller peoples. The National Park Service and various institutions in the southwest have been largely responsible for this extensive and timely program. Unfortunately, other sections of the country have scarcely kept pace with the southwest in that kind of work. Much research work has been carried on in the upper Mississippi Valley region, and later a few States in the southeast have forged to the forefront in the program of archaeological research.

It is hoped that a full cross section of aboriginal occupation can be preserved in as many parts of the Nation as humanly possible. It is firmly believed, and frankly stated that, could we know the true history and import of aboriginal tribes, lives, and customs, we would be completely amazed at the energy and ingenuity of those peoples. While we do not now know just what works of these peoples should be preserved, we should reach an immediate and indisputable decision to restore and protect a sufficient number of archaeological sites of sufficient variety that we will at least have examples of the major races of aboriginal inhabitants of this land of ours. Many areas combine both the prehistoric and the historic. For example, St. Augustine, Fla., has, in addition to its rich history of our pioneer peoples, an important segment of prehistoric occupation. There are pretty definite records of a large number of Indian villages in Alabama, where the prehistoric glides evenly into the historical. Articles of purely aboriginal make and of European manufacture are found in direct association in many Indian cemeteries.

The importance of preserving some of these prehistoric-historic sites simply cannot be overstressed. There is no more vital factor in the seizure and occupation of the land by our forefathers than physical contacts between the pioneers and the Indians. In fact, it is logical to suppose that the Indians furnished the greatest single hazard experienced by the pioneers. Certainly, we have little left to us of the wilderness through which the early settlers had to travel and out of which they carved a new Nation. Even the remnants of Indian villages which they encountered on the way are fast diminishing, from such causes as scientific excavations, "treasure" hunting, cultivation, soil erosion, and the like. Each year brings about elimination of many sites from the list. It is imperative, therefore, that any plan for the preservation of this item of great educational importance should be quickly launched in order that we may take proper care of the best which now remains.

As notable examples of this kind of work in the southeast, one might call attention to the very recent development in the Ocmulgee old fields, near Macon, Ga., where the Society for Georgia Archaeology, the National Park Service, and the Civilian Conservation Corps cooperated in accomplish-

ing a fine and really worth-while program. Students of prehistory everywhere have cause to be grateful to those agencies for the development of the Ocmulgee National Monument, and it is hoped that the development of many other similar areas will be soon forthcoming.

Another area of importance in prehistory is that at Mound State Monument, south of Tuscaloosa, Ala. There, an area of 260 acres comprising 34 mounds, six aboriginal lakes and numerous cemeteries, all located on an old river terrace overlooking the Warrior River, has been provided by public-spirited citizens and is now being restored and preserved through the cooperation of the Civilian Conservation Corps and the National Park Service. Mound State Monument is the principal site of the Moundville Culture, a peace-loving, agricultural people, whose artistic accomplishments, as evidenced by their artifacts, were as highly developed as any other aboriginal peoples in the land. As a part of the work program at Mound State Monument, a large reinforced concrete museum (40 by 120 feet) is now

under construction (see figure 2), with a central room 40 by 60 feet designed for cultural traits exhibits, and in each wing (30 by 30 feet) are exhibits of sections of actual cemeteries, carrying skeletons and artifacts actually as found in excavations. It is believed that such *in situ* burials should form a prominent feature of a future program.

#### Conclusion

There are literally thousands of important aboriginal sites in the several Southeastern States. Any State in this district could and should provide a half dozen, or more, archaeological parks or monuments as a minimum program. The number should be increased as a demand for parks and monuments increases. Unquestionably, there will be a greater demand for such things, from generation to generation, for that is certain to be a direct result of the passing years, as we become more and more a sedentary people. The same thing is true of areas of historic interest. We must be prepared to meet that responsibility.

## WILDLIFE AND RECREATION

by DANIEL B. BEARD, *Assistant Wildlife Technician, National Park Service*

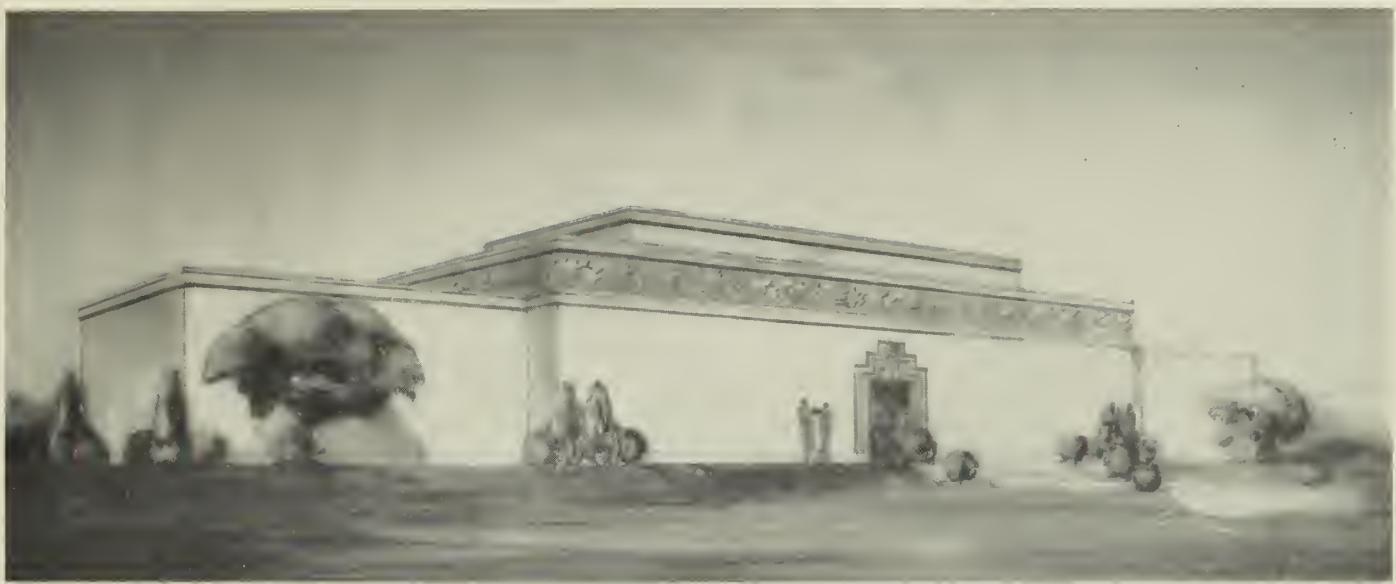
OUR VAST SYSTEM of State, county, and often municipal parks are a potent factor in the conservation of American wildlife. Parks may be found in which practically every type of native environment is located—from mangrove swamps of tropical Florida to the rocky cliffs of the Maine coast, and from the limestone lakes of central New York to the giant forests of the Pacific coast. Areas of all shapes and sizes, at all altitudes and climatic extremes are dedicated to a policy of conserving all wildlife in its natural environment for the benefit of the people.

It cannot be denied that one of the most universal attractions in parks is the wildlife. It complements every fine scene and adds zest to the park visitor's experiences. A homely old alligator floating languidly along will bring picnickers on the dead run from every direction. A bear will cause a traffic jam—two playful cubs a riot. People spend hours watching chipmunks scurrying about after acorns, birds constructing their nests, or almost any other normal activity of some native creature. Wildlife may play either an active, direct part in recreation or it may constitute a background, so to speak, to enhance the value of other park activities.

Hunting and fishing are the major forms of recreational activity involving direct use of wildlife resources. A preponderance of conservation effort has always been directed towards producing game crops to be harvested by hunters and fishermen. In parks, the emphasis is slightly different

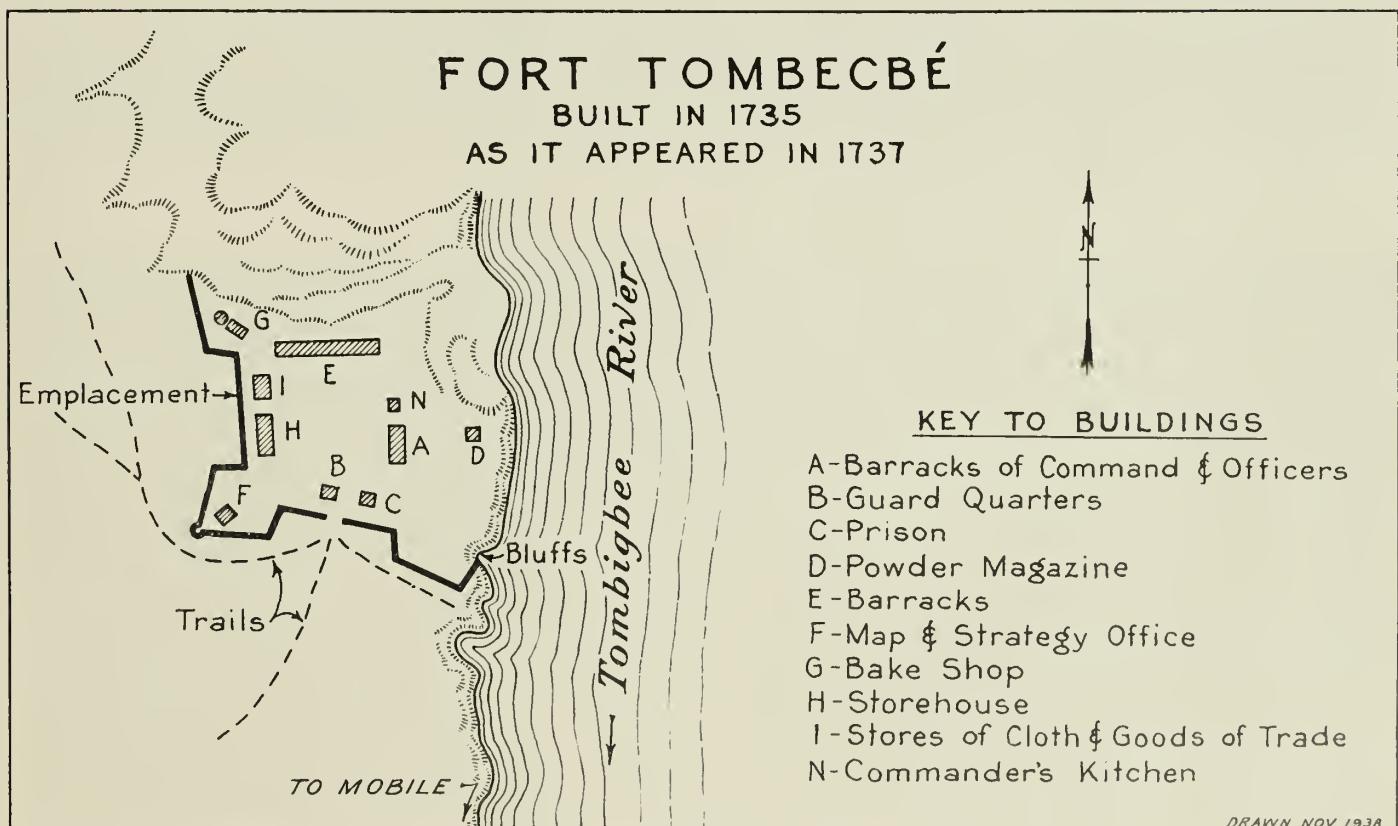
for they are not adapted to hunting although fishing is an important activity. Fishing and hunting are virile sports enjoyed by a great many people who like to be afield with dog and gun or waist deep in the frigid waters of some lonely trout stream. In the early days of park development, hunting was permitted and game birds and mammals were raised as a "crop" to be shot in perhaps 30 percent of the State parks. As park administrators were brought closer together for solution of problems and improvement of techniques, the idea of State parks as hunting grounds lost favor. Everyone recognized the value of hunting as a form of recreation, but found it incompatible with the purposes of public parks. In the past 5 years, park after park has been closed to hunting. Now it is rare to find one where even restricted hunting is permitted. Each park official had his individual battle to win against organized opposition which, strangely enough, did not often emanate from local hunters. As a rule, sportsmen recognized that parks as wildlife sanctuaries guaranteed an undiminished supply of game in the surrounding country and they, like everyone else, enjoy taking their families for outings in the parks.

Sport fishing has been accelerated to such a degree that streams near metropolitan areas have become mere repositories for trout during the few short days, or even hours, between the time of stocking and catching, so we are prone to think that the angler is after as many fish as he can get; the more the better. Possibly that is fallacious reasoning.



MOUND PARK MUSEUM, MOUNDVILLE, ALABAMA  
 U. S. NATIONAL PARK SERVICE  
 IN COOPERATION WITH  
 THE ALABAMA MUSEUM OF NATURAL HISTORY

An artist's drawing of the museum under construction at Mound State Monument, Moundville, Ala. It is expected this building will be completed in May or June 1939. *{Photo courtesy Alabama Museum of Natural History.}*



Fort Tombecbé as it appeared in 1737.



Proper protection of wildlife in the parks and regulation of its use bring ample rewards. This fishing scene is in Rocky Mountain National Park, Colorado. *{Photo by National Park Service.}*



Sights like this provide a thrilling experience for park visitors. These are California mule deer in Yellowstone National Park, Wyoming. *{Photo by National Park Service.}*

It is true that a fisherman would not like to try his luck in a barren stream, nevertheless, we suspect that the actual capture of fish is not the only motivating force that sends millions of people to our lakes and streams each year. Rather, it is the competition of man against nature amid pleasant, outdoor surroundings that gives a thrill to the sport. Yanking one hatchery-fed fish after another out of the water is not as exciting as matching wits with a single wily trout or bass whose strength and cunning have been enhanced by years of competition for survival amid the dangers of the natural habitat. In parks, the streams and lakes are generally less affected by pollution, erosion or other man made disturbances of the aquatic environment. By instituting corrective measures where necessary to guide altered waters back to natural conditions, wildlife technicians have directed deficient State park lakes and streams to recovery. Now, some of the finest fishing in the United States is found in National and State parks—not for the number of fish to be caught, but for the most sporting angling amidst natural beauty.

Photography has advanced by leaps and bounds during the past few years and camera hunting as a form of adventure in parks is becoming very popular. The amateur photographer who wishes to get good shots of wildlife must use skill, patience, and plain old-fashioned woodcraft. To be able to photograph a wild bird or mammal successfully in characteristic attitude against the backdrop of its natural environment is an extremely difficult task requiring complete understanding of nature. Wildlife in parks is not as frightened of human beings as that found where the numbers have been depleted by hunters. So, it is inevitable that amateur photographers and candid camera "addicts" will try their skill in parks. In this case, the trophy to hang on the wall is a picture instead of the luckless creature's head. A deer may be the subject for 10 photographers, but it has only one head.

The ranks of naturalists are being strengthened with all classes from boy scouts to retired bankers. As evidence of the general interest that has been formed, we have the example of the Hawk Mountain expedition this year. A railroad found it profitable to route a special train up into Pennsylvania so that all those interested in watching the migration of hawks at their concentration point could be present.

Some States now have laws making nature study a part of the school curricula. Enjoyment of nature, like appreciation of art or music, is enhanced by knowledge of the subject. In the future, school children will learn more about nature outdoors and less about it dissected under the microscope and pickled in formaldehyde on the shelf. Park museums, lectures, and nature trails are already directing the public to a more understanding approach to nature. It is safe to predict that parks will gradually become the biology classrooms of the future because it is only in our parks that all nature remains unmolested.

Scientific publications such as Saunders "Ecology of Birds of Quaker Run Valley," Grinnell's "Vertebrate Animals of Point Lobos Reservation," Skinner's "Predatory and Furbearing Animals of Yellowstone National Park" and many other works based upon investigations in parks are continually being published. The scientist, seeking to find various wildlife species in their natural relationships, finds conditions most favorable in parks. As the mass of scientific data accumulates, not only the research student benefits, but the works are used as a basis for nature instruction to park visitors and to determine the administrative policies of individual areas.

It was said that wildlife "complements" every scene. Here is a less tangible function of wildlife in parks, one that all recognize and usually accept as a matter of course. For example, we expect to find birds in the trees and bushes, cottontails scurrying through the undergrowth, or perhaps a wandering deer, when we picnic or hike through the woods. Their presence was taken for granted, and if any thought was given them, it was assumed that they would always be there. Thus a laissez-faire attitude developed. It was not until quite recently that park administrators and, in fact, all those having charge of public lands came to realize that wildlife had to be planned for just as any other feature of the outdoors. Chronologically, we first decided that forests needed replanting and then we found that wildlife and its environment had to be recreated. Utter disrespect of the environment or attempts to manipulate wildlife according to preconceived ideas resulted in biological "deserts." The outdoor picture was incomplete without its full quota of birds, mammals, insects, and other forms of life.

# STATE PARK ADMINISTRATIVE AGENCIES

ALABAMA: State Forestry Commission, Colonel Page S. Bunker, State forester and director of parks, Montgomery. Alabama Museum of Natural History, Dr. Walter B. Jones, University (Mound State Monument.)

ARIZONA: University of Arizona, Dr. Alfred Atkinson, president, Tucson (Saguaro Forest State Park) State Game and Fish Commission, Secretary, Phoenix.

ARKANSAS: State Park Commission, S. G. Davies, director of State parks, State Capitol, Little Rock.

CALIFORNIA: State Park Commission, John H. Covington, executive secretary, 417 Montgomery Street, San Francisco.

COLORADO: Colorado State Park Board. State Capitol, Denver.

CONNECTICUT: State Park and Forest Commission, Arthur V. Parker, general superintendent, Hartford.

DELAWARE: State Park Commission, Dover. State Forestry Commission, Dover.

FLORIDA: Florida Board of Forestry, Forest and Park Service, H. J. Malsberger, Director, Tallahassee.

GEORGIA: Department of Natural Resources, Division of State Parks, Historic Sites and Monuments, Charles N. Elliott, director, Atlanta.

IDAHO: Department of Public Works, Allen C. Merritt, commissioner, Boise.

ILLINOIS: Department of Public Works and Buildings, Division of Parks, George H. Luker, superintendent, Springfield.

INDIANA: Department of Conservation, Division of State Parks, Lands and Waters, Myron L. Rees, director, Indianapolis.

IOWA: State Conservation Commission, H. W. Groth, chief, Division of Lands and Waters, Des Moines.

KANSAS: Forestry, Fish and Game Commission, L. C. Webb, State Fish and Game Warden, Pratt.

KENTUCKY: Department of Conservation, Division of Parks, Bailey P. Wootton, director of State parks, Frankfort.

LOUISIANA: State Parks Commission, Nicole Simoneaux, secretary, New Orleans.

MAINE: State Park Commission, Raymond E. Rendall, secretary, Alfred. Baxter State Park Commission, Augusta.

MARYLAND: Department of Forestry, Division of State Parks, Karl E. Pfeiffer, director, 1411 Fidelity Building, Baltimore.

MASSACHUSETTS: Department of Conservation, Division of Parks, Ernest J. Dean, commissioner, 20 Somerset Street, Boston. Mount Everett State Reservation Commission, George T. Hamilton, secretary, 29 Elliot

Street, Springfield. Mount Greylock State Reservation Commission, Archie K. Sloper, secretary, Lanesborough. Mount Sugar Loaf State Reservation Commission, Samuel U. Streeter, chairman, Greenfield. Mount Tom State Reservation Commission, Charles W. Bray, chairman, Chicopee Falls. Purgatory Chasm State Reservation Commission, Herbert L. Ray, superintendent, Sutton. Wachusett Mountain State Reservation Commission, Charles D. Briggs, secretary, Princeton. Walden Pond State Reservation Commission, Walter C. Wardwell, chairman, Cambridge. Boston Metropolitan District Commission, William E. Whittaker, secretary, 20 Somerset Street, Boston.

MICHIGAN: Department of Conservation, Division of Parks, Walter J. Kingscott, superintendent, Lansing.

MINNESOTA: Department of Conservation, Division of State Parks, Harold W. Lathrop, director, St. Paul.

MISSISSIPPI: State Board of Park Supervisors, J. H. Fortenberry, director of State parks, Jackson.

MISSOURI: State Park Board, Irwin T. Bode, ex-officio director, Jefferson City. State Conservation Commission, Irwin T. Bode, director, Jefferson City.

MONTANA: State Board of Land Commissioners, Rutledge Parker, State forester and State park director, Missoula.

NEBRASKA: State Game, Forestation and Parks Commission, Frank B. O'Connell, director, Lincoln.

NEVADA: State Park Commission, Robert A. Allen, superintendent of parks, Carson City.

NEW HAMPSHIRE: State Forestry and Recreation Commission, John H. Foster, State forester, Concord.

NEW JERSEY: Department of Conservation and Development, Division of Forests and Parks, C. P. Wilbur, State forester and chief, Trenton. High Point Park Commission, John J. Gibbons, executive secretary, Sussex.

NEW MEXICO: State Park Commission, Grover Conroy, secretary, Santa Fe.

NEW YORK: State Department of Conservation, James F. Evans, director of parks and secretary, State Council of Parks; William G. Howard, director, Division of Lands and Forests, Albany. Commissioners of Allegany State Park, M. E. Mercer, executive secretary, Red House. Central New York State Parks Commission, L. L. Hustleston, executive secretary and chief engineer, Binghamton. Finger Lakes State Park Commission, Carl Crandall, secretary-engineer, Ithaca. Genesee State Park Commission, Charles A. Van Arsdale, executive secretary, Castile. Long Island State Park Commission, Arthur E. Howland, chief engineer and general manager, Babylon, Long Island. Niagara Frontier State Park Commission, A. B. Cole, executive secretary, State Office

Building, Buffalo. Palisades Interstate Park Commission, Frederick C. Sutro, executive director, 141 Worth Street, New York City. Taconic State Park Commission, Paul T. Winslow, executive secretary, Staatsburg. Thousand Islands State Park Commission, S. H. Davenport, executive secretary, Watertown. Westchester County Park Commission, James W. Howorth, secretary, County Office Building, White Plains.

**NORTH CAROLINA:** Department of Conservation and Development, J. S. Holmes, State forester, Raleigh (Thomas W. Morse, Assistant, in charge of State Parks).

**NORTH DAKOTA:** State Parks Committee of State Historical Society, Russell Reid, superintendent, Bismarck.

**OHIO:** Division of Conservation, Bureau of Inland Lakes and Parks, Burt J. Hill, chief, Columbus. Division of Forestry, O. A. Alderman, State Forester, Wooster. State Archaeological and Historical Society, H. R. McPherson, curator of State memorials, Columbus.

**OKLAHOMA:** State Planning and Resources Board, Division of State Parks, A. R. Reeves, director, Oklahoma City.

**OREGON:** State Highway Commission, Samuel H. Boardman, superintendent of State parks, Salem.

**PENNSYLVANIA:** Department of Forests and Waters, Bureau of Parks, James F. Pates, chief, Harrisburg.

**RHODE ISLAND:** State Department of Agriculture and Conservation, Division of Forests, Parks, and Parkways, Peter Pimentel, chief, Goddard Memorial Park, East Greenwich.

**SOUTH CAROLINA:** State Forestry Commission, H. A. Smith, State forester, Columbia (R. A. Walker, in charge of State parks and forests).

**SOUTH DAKOTA:** Custer State Park Board, Ray E. Milliken, superintendent, Hermosa. South Dakota State Park Board, M. J. Scanlan, secretary, Hermosa.

**TENNESSEE:** Department of Conservation, Division of State Parks, R. A. Livingston, director, Nashville.

**TEXAS:** State Parks Board, William J. Lawson, executive secretary, Austin. State Board of Control, Claude D. Teer, chairman, Austin.

**UTAH:** State Board of Park Commissioners, Dr. George Thomas, chairman, Salt Lake City.

**VERMONT:** State Board of Conservation and Development, Perry H. Merrill, State forester, Montpelier.

**VIRGINIA:** State Conservation Commission, Division of Parks, R. E. Burson, director, Richmond.

**WASHINGTON:** State Parks Committee, W. G. Weigle, superintendent of State parks, Seattle.

**WEST VIRGINIA:** State Conservation Commission, Division of Parks, Linn Wilson, chief, Charleston.

**WISCONSIN:** State Conservation Commission, Division of Forests and Parks, C. L. Harrington, superintendent, Madison.

**WYOMING:** State Board of Charities and Reform, Adolph D. Hanson, secretary, Cheyenne. State Park Commission, C. H. McWhinnie, State land commissioner, Cheyenne.

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